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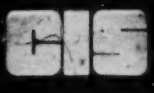

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REAUTHORIZATION OF THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT

HEARINGS

BEFORE THE

SUBCOMMITTEE ON
EDUCATION, ARTS AND HUMANITIES

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

AND THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDREDTH CONGRESS

FIRST SESSION

ON

REAUTHORIZATION OF THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT

FEBRUARY 10, 1987, ST. JOHNSBURY, VT
FEBRUARY 13, 1987, WATERBURY, VT

Printed for the use of the Committee on Labor and Human Resources and the House Committee on Education and Labor

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REAUTHORIZATION OF THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT

TUESDAY, FEBRUARY 10, 1987

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
St. Johnsbury, VT.

The committee met, pursuant to notice, at 10:05 a.m., at Lincoln Elementary School, St. Johnsbury, VT, Senator Robert T. Stafford presiding.

Present: Senator Stafford.

OPENING STATEMENT OF SENATOR STAFFORD

Senator STAFFORD. This hearing of the U.S. Senate Subcommittee on Education, Arts and Humanities will please come to order. As the presiding officer for the hearing, I will say that coming up from Boston yesterday to the weather here was a reminder that it does get cold in Vermont. But we're very glad to be here, and we think this is a unique place in which to start hearings on reauthorization of elementary and secondary education.

Since Congressman Jeffords and I both happen to be native Vermonters, this will be the second time that we will have started our hearings for rewriting a major Federal program in education in Vermont where we'll probably get the best advice anywhere in the country.

As many of us and this audience are already aware, ESEA is the Federal Government's major investment in the education of American elementary and secondary students. The Elementary and Secondary Education Act was passed by the Congress in 1965 in recognition of the special education needs of children from poor families. In doing so, the Congress declared it to be the policy of the United States to provide financial assistance to local school districts to improve education for low income families.

ESEA has been revised and refocused since 1965, but the underlying premise remains unchallenged. It is in the national interest to substitute in with Federal dollars for the quality of education offered to educationally disadvantaged youngsters. Programs funded under the Elementary and Secondary Education Act, known as Chapter I and Chapter II, have, we believe, worked well.

Bold spending by the Federal Government over the past 21 years have, we believe, made a significant difference in the lives of millions of school children. In Vermont alone, close to 10,000 students receive Chapter I services each year. There are 100 additional

teachers, and over 240 instructional aides working in schools around the State because of Chapter I funding.

Since 1985, the Chapter II block grant has brought almost two and a half million dollars annually to Vermont elementary and secondary schools to fund local initiatives aimed at improving educational quality.

The number one item on the education agenda for the 100th Congress is the reauthorization of these elementary and secondary school programs. Our hearing today in St. Johnsbury is the first opportunity the Senate will have to examine the current status of the Chapter I and II programs in preparing for this reauthorization.

As the ranking Republican on the Senate Subcommittee on Education, Art and Humanities, I will take a very active part in the reauthorization process. It may be all more active because Senator Pell, my longtime partner in educational matters and with whom I've changed places with as ranking chairman, I suspect will be very busy as chairman of the Committee on Foreign Relations this year, and that will leave more of an opportunity for still more work.

I will be looking to all of you to refine and explain our goals for reauthorization. But a few issues of particular importance to Vermont and to the Nation have already emerged. I'm disturbed by reports of the percentage of children living in poor families has increased in recent years. This makes increased funding for Chapter I and services to more eligible students even more important.

Recently published national assessments of Chapter I defined as the two most difficult populations of poor students to serve as those residing in large urban areas and isolated rural communities. A low population State such as Vermont must operate numerous small Chapter I programs in order to reach the pockets of poverty found in the State.

A minimum grant for the Chapter I will be an important goal for this Senator. I support local control and State flexibility in spending Chapter II grant block funds. It would be unrealistic, however, to think Chapter II will emerge from this reauthorization without significant changes. Improved targeting of these funds on broadly defined areas, such as at-risk populations and tightened reporting, are likely amendments I'm likely to support.

As a nation, we've offered public schooling to our children for over one hundred years. The outstanding commitment for educational opportunities has helped preserve our towns and enabled our nation to develop the public school system in this Nation providing a new additional example of a Federal, State, and local partnership. No two communities have identical students to serve or resources to harness for the task. Similarly, geographic and economic factors vary dramatically from Vermont to California, for example. It's the role of Federal Government as we perceive it to identify educational priorities and determine what additional resources states and local entities will require to achieve. St. Johnsbury is an excellent example of a local community that looks to local resources for education, but needs Federal assistance to meet the unique needs of its people.

I greatly appreciate having the opportunity to hold our first hearing at Lincoln School. I also want to thank everyone who has helped organize today's event. I look forward to hearing from the witnesses who are with us. I would first emphasize that we have to ask our guests and witnesses to observe the five minute rule in presentations so that we can conclude the hearing on a timely basis, and that way we can also accommodate panel members, and have time for questions.

As a final personal note, let me say that when I started going to school at the age of six in Rutland, VT, I spent the first six grades in a school there, which still exists, and the name of it was Lincoln Elementary School, so I should feel right at home here in St. Johnsbury. And in a sense, I guess as far as reauthorization is concerned, I'm going back to school myself.

So that brings us to the witnesses and the first panel. And the first panel is already seated. Mr. Joseph Kasprzak, who is Superintendent of Schools in St. Johnsbury, and has been very courteous in showing us around this morning, with Mr. Frank Hubbard, the Assistant Superintendent and Coordinator of Chapter I here and who has also shown us around this building; Ms. Ann Warner, who is a teacher here, and Ms. Joanne Hurley, who is a teacher here.

We'll start in the order that we presented the witnesses, although, gentlemen, we always yield to the ladies if they insist upon it. So we'll start with you, Mr. Kasprzak.

STATEMENT OF JOSEPH KASPRZAK, SUPERINTENDENT OF SCHOOLS, ST. JOHNSBURY, VT

Mr. KASPRZAK. I am pleased to welcome you, Senator, to St. Johnsbury, your staff, and also welcome to the various people that are here to testify for the St. Johnsbury School District and the Elementary School District.

We have programs from—well, our youngest student is ten months and goes through to a 21-year-old special ed multihandicapped.

Senator STAFFORD. Excuse me. Can you all hear all right. Is our PA system working?

Mr. KASPRZAK. I want to testify on behalf of the District to the importance of Chapter I and Chapter II. Chapter I is much more significant to us because it is helping us to serve 99 children in reading and mathematics. It also offers us the opportunity to have a unique program for early education. We've had an early ed program now for sixteen years. It's a combination of special education, compensatory education, and local education. We fund the programs through those three sources.

I should bring to your attention that even though we're serving 10 percent of our children that are deemed to be in need of special services, we also have another 16 percent of the children who are not getting additional services that should be.

We do our testing of our 3- and 4-year olds in the community. We prioritize the needs of the children and serve the children that are most in need of this help. But, again, I wish to emphasize the fact that we do have 16 percent of the children that are still in need of additional help.

As far as Chapter II is concerned, we have certainly been most appreciative of the flexibility it's offered to us. With this flexibility, we've been able to introduce programs and to provide opportunities for teachers to try some special ideas that they otherwise would not be able to do.

Another major thrust of our Chapter II is a talented and gifted program. These students are at great risk as well. We're able to have a district talented and gifted program because of the Federal monies that have come to us through this program.

I appreciate the support you've given to this program and hard work. This morning you've had a chance to see firsthand some of the work that this has done. We visited the handicapped program here at Lincoln School, and I wish to thank you very much for this support.

[The prepared statement of Mr. Kasprzak follows:]

JOHN Q. KASPRIAK, SUPT

ST. JOHNSBURY PUBLIC SCHOOLS
28 WESTERN AVE
ST. JOHNSBURY, VERMONT 05819

February 4, 1987

Senator Robert T. Stafford
Champlain Mill
Winooski, VT 05404

Dear Senator STafford:

I am pleased to welcome you and your staff to St. Johnsbury School District for the purpose of holding a hearing on Chapter I and Chapter II.

The Lincoln School was honored this past year for the exemplary Early Education Program which combines Chapter I and Special Education to serve our children who are in need of early intervention. I invite you to visit our multi-handicapped classroom while you are here at the Lincoln School and see, at first hand, some of the results of your efforts on behalf of handicapped and Chapter I children.

Chapter I has become one of our major programs which provides direct help to children in need of support in reading and mathematics. Ninety-nine children or 10% of our population are served by Chapter I.

Our reading program is organized with a Reading Coordinator and reading aides. The Reading Coordinator determines the program for the student and the aide carries it out with close supervision. This allows us to serve many more children effectively.

The early education program begins with a screening of all 3 and 4 year old children in this district. Children identified as having delays in their development are brought into the program as well as handicapped children who have been identified. We believe that early intervention prevents the heavy duty needs children would have as they grow older.

More services are needed in order to provide the necessary programs for children not served. There are another 16% of students who test below the 40th percentile who are not getting the special attention that would help them succeed.

Parents, students and teachers recognize the concentrated help provided by Chapter I services results in success for the student. Parents are very supportive, the children are responsive and the teachers insist on these services for their students.

Senator Stafford -2-

Continued support for education must be a priority of our federal government. Regulations must be written with flexibility in order that we in Vermont can respond to our particular needs.

Chapter II funds are used primarily to support our talented and gifted programs. They are designed to involve children in problem solving, creative thinking and in developing their special interests. The flexibility offered with these funds is most refreshing in that it allows us to introduce ideas and develop special projects for children.

I look forward to participating in this hearing and supporting your efforts towards reauthorization of the Education Consolidation and Improvement Act.

Sincerely,

Joseph S. Kasprzak

Joseph S. Kasprzak
Superintendent of Schools

JSK:ac

Senator STAFFORD. Thank you very much, indeed. I would say that education has really been a labor of love on my part. I've been mixed up in a lot of other things that we think are important, but I think maybe education is the most important.

Mr. Hubbard, we'd be happy to hear from you.

STATEMENT OF FRANK HUBBARD, ASSISTANT SUPERINTENDENT AND COORDINATOR CHAPTER I, ST. JOHNSBURY, VT

Mr. HUBBARD. Again, I'd like to add my welcome to the Northeast Kingdom. You certainly brought a cold day, but it's beautiful out there, and we welcome you to St. Johnsbury. I had the pleasure of showing your staff around the community yesterday, and it's a pleasure having you here in St. Johnsbury.

As Assistant Superintendent, one of my key responsibilities is that of Chapter I Coordinator. I've been Assistant Superintendent for seventeen years and, therefore, have seen many changes that have taken place from Title I to that of Chapter I. Although maybe the legislation was only a change basically in title, one of the changes I believe for the better is that we've had a greater stress on the basic skills, on the basic skills of reading and mathematics.

In St. Johnsbury at an early age, we stress reading. And then, in the middle school, we have reading and mathematics as a key element to our Chapter I program. We have in our Chapter I program aides, teacher aides that are working with the students, with Mrs. Greatorex who supervises the aides and sets up the reading program for each of the students. I have Mrs. Greatorex with us today, even though she is not testifying she's with us.

Another important part of our Chapter I is the parental involvement. And one of the areas of parental involvement—I have Mrs. LaCourse with us who was on my parent advisory council, and that was a change from Title I to Chapter I, and we still maintain the parent advisory council. However, in the regulations, it states that there should be an annual meeting. I would suggest you might have more flexibility in the regulations than having just an annual meeting, in that you don't get many parents out for an annual meeting. A parent advisory council is much more helpful than that.

Having visited our early ed project this morning, you will note as we were describing it to you that the local district puts a lot of money into that program in that 75 percent of the early ed teacher's salary is paid out of local funds with 25 percent out of Chapter I. We like the Chapter I part of it because it is selecting those students most in need and has given the basic services at the early age. We believe that reaching these students at an early age is extremely important, and I want to emphasize the fact of the early ed program being an integral part of the St. Johnsbury district.

An area of concern that I have—what I want to share with you is that of target school selection. For most in the room, that is a new term. St. Johnsbury is treated as a city district, the same as Burlington, Rutland and Barre. There are about ten communities, and really we don't think of ours as a city. We have small schools such as this one. And we have to meet the same regulations that

New York City and Boston have, and there's a lot of paperwork involved in the target school selection.

The target school selection is when you take and get the number of low income families there are in each of the districts, and you provide Chapter I funds out to those districts with a high percentage of low income families. Fortunately for Chapter I, we have enough low income in our area so that we have over 25 percent. The range of our low income in St. Johnsbury in our schools runs from 26 percent to 62 percent in our schools. And, therefore, we meet the requirements of the target school in that all of our students can receive Chapter I services.

For instance, if we had a school that did not meet the 25 percent area that would mean that we could not provide Chapter I services for that school. Then you say, the district adds money, and let's have the district do it. Then you're following up the other parts of the regulations which has to do with comparability. Therefore, if the district has to provide it to that school, therefore, it should provide to all schools, and you're not comparable in services.

There's a lot of areas. One recommendation that I might make would be that you have a limit to the number of kids involved; 2,500 or 3,000 students in a district, rather than think right now it's 1,000. That's putting it very small here for target school selection. So I would have that as a recommendation.

I'd like to spend just a minute on Chapter II. I was also involved as Coordinator of Title I, Title II, Title III, and Title IV back in the early days, and then with the block grants of Chapter II. It certainly was a great advancement of education in putting it in a block grant, and gave it more flexibility in the program.

And I don't want to repeat what Mr. Kasprzak said regarding Chapter II. We do use that well for our talented and gifted program. We use it for computer education in the elementary level and working in different areas. We've not had a chance to get local funds to work with these area programs. Last year, we were monitored or had a visit from the State Chapter II Advisory Council, and also monitored in Chapter I by the Department of Education in Washington. They came out to monitor our Chapter I program.

Just in closing, one of the areas that appears to us is that we're going to be losing Chapter I funds. The reason that I say we're losing it is that Chapter I funds are allocated by county, and if we don't lose population within the county, the county may get more money, But St. Johnsbury, in that our population may not be keeping up with the rest of the county, will very well lose Chapter I funds. And that happened a couple of years ago in the changeover. So certainly if we could have additional funds for Chapter I allocations nationwide and certainly for the State, it would be advisable.

Again, I want to say thank you for coming to St. Johnsbury to hear us and just thank you.

[The prepared statement of Mr. Hubbard follows:]

ST. JOHNSBURY PUBLIC SCHOOLS
28 WESTERN AVE.
ST. JOHNSBURY, VERMONT 05819

February 3, 1987

The Honorable Robert T. Stafford
U. S. Senator
Champlain Mill
Winooski, VT 05404

Dear Senator Stafford: RE: Subcommittee hearing in St. Johnsbury

Welcome to St. Johnsbury! As assistant superintendent in St. Johnsbury, one of my key responsibilities is that of Chapter I Coordinator. Having filled this role for the past seventeen years, I have seen many changes. One of the greatest changes is the type of student we are now serving under Chapter I. In the early stages of Title I we received enough funds to serve all eligible students. Now we are only able to serve those students in greatest need. It is always a joy to "graduate students" out of Chapter I. Our percentage of graduates is less since we are serving the low achiever, who certainly needs the help. However, we are neglecting those students just slightly below grade level who need the additional help. Chapter I is doing an excellent job in meeting the needs of slower achieving students. The extra help in reading is going to help these youngsters for a lifetime.

Mrs. Greatorex, Chapter I Reading Supervisor for St. Johnsbury, is with me today. She has the responsibility for supervising the teacher aides and seeing that each of the students receives the proper service. She would be glad to answer any questions you might have.

Having visited our Early Education project this morning, and you will be hearing testimony from the two teachers, you will also be interested to know that the local school district pays 75 percent of one teacher's salary. This community is also a strong supporter of early education. Reaching these students at an early age is extremely important.

An area of concern that I have is in regard to target school selection. In the present legislation, those communities that have more than one building serving a grade level must select those buildings of highest percentage of low income families. This has nothing to do with educational attainment. Fortunately, St. Johnsbury has a high number of low income families and meets the criteria of more than 25% low income. My recommendation would be that an exemption be made of communities with less than 2,500 students. It hardly seems fair that a student residing near the wrong school could not receive the same services. If the local district provides the services in that building, they are not providing comparable services as defined in the Federal regulations.

The Honorable Robert T. Stafford February 3, 1987

I would fully support additional funding for Chapter I. Chapter I does make a difference.

Being in charge of all Federal programs in the district, I also direct the services offered under Chapter II. I also coordinated programs in the old Titles II, III, IV. The block grant concept provides much less paper work and gives us greater flexibility in educational planning. We use a large portion of our grant for the Talented and Gifted Program. We probably would not have this program without these funds, which have also provided computer education for our elementary students. Last year we were visited by the State Chapter II Advisory Committee.

It would appear that St. Johnsbury will be losing Chapter I and Chapter II funds, especially if you were to go to the 1980 census. Our per pupil cost and expenditures have been rising close to the state average; however, our population for the 1980 census is decreasing. These are good programs and are worthy of national support.

Thank you for coming to St. Johnsbury.

Sincerely,

Frank A. Hubbard

Frank A. Hubbard
Assistant Superintendent

FAH/mb

Senator STAFFORD. Thank you very much, Mr. Hubbard. You noted the paperwork under Title I. I think there was some hope in Washington that the Internal Revenue Service had made off with the paperwork manufacturer when they started revising the W-4 form, but I guess that really isn't so.

Mrs. Warner, we'd be very happy to hear from you.

STATEMENT OF ANN WARNER, TEACHER, LINCOLN ELEMENTARY SCHOOL, ST. JOHNSBURY, VT

Ms. WARNER. I, too, would like to welcome you to St. Johnsbury, I'm the Chapter I teacher in the Early Ed. program. We've been in operation for 13 years as part of the St. Johnsbury school system.

Senator STAFFORD. It may be necessary to pull the mike over a little lower.

Ms. WARNER. Each year we give a screening for all 3- and 4-year olds in St. Johnsbury. If we admit them to the program further testing is done to target the special problems. Most of my Chapter I children are socially and economically deprived. We're serving 24 children at this time. Many of them come from single-parent homes. Several of their parents are illiterate.

The goal of my program is to raise the skill levels of children to kindergarten level, reduce the need for services, and to help each person to understand that every person is different and every person is special and to help children reach their full potential.

I feel our program is effective because it's a five-day program; because of our mainstream Special Ed. children (which I'll let Jo tell you about) and the really outstanding people I work with. We all like our work and enjoy each other. The children sense our feelings, and it's a very nice place to be. Thank you.

Senator STAFFORD. Well, that was something Calvin Coolidge could be proud of. We thank you very much.

Can we hear from you Mrs. Hurley.

STATEMENT OF JOANNE HURLEY, TEACHER, LINCOLN ELEMENTARY SCHOOL, ST. JOHNSBURY, VT

Mrs. HURLEY. I am Joanne Hurley, Special Education teacher at Lincoln Elementary School. At Lincoln Essential, early education is in the same room as the Chapter I early ed program. We have successfully combined them as one. Our curriculum includes the same activities for the children though they may be at a different level of difficulty. Anne and I, two special education aides, and a part-time speech pathologist are the faculty.

The 10 special students this year that I am responsible for come from St. Johnsbury and many of the surrounding school districts. This is the difference between my program and Ann's. All of her children come from St. Johnsbury Town. Mine is considered a regional program. Their ages range from infant to 5 years, one of the other differences between mine and Ann's.

These children have handicaps that have delayed development from 1½ to 2 years. The handicaps may be physical, mental or both. All of the children, if you visited the multihandicapped room this morning, all of those children started in our program when they were much younger. It was their first experience to education.

We see the combination of our two educational programs and the children we're serving as true mainstreaming. Our philosophy is to encourage every child regardless of its physical and mental impairment to attain the ultimate capabilities possible within the scope of our system.

If you didn't have an opportunity to visit our room, you have to get there before 11 because the children leave. But we'd like to have you. Thank you.

Senator STAFFORD. Thank you very much Mrs. Hurley.

[Material submitted for the record by Ms. Warner and Mrs. Hurley follows:]

1/31/86

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PROJECT DESCRIPTION/ATTRIBUTES OF SUCCESS

Abstract

The St. Johnsbury Early Education Project is a cooperative school based program between Compensatory Education and Special Education. Three and four year old children are presently being served in two sessions. Funds are supplied by Compensatory Education, Special Education and the local district. The project was recently monitored by the Office of Education in Washington and found to be in compliance in all areas. In realizing the problems of supplanting fund, a special effort has been made to be in compliance in this area.

All students meet in the same classroom and interact with each other. The two teachers (one Compensatory and one Special Education) develop the programs and meet the identified needs of each of the students.

The area that makes the program unique is the cooperation between Compensatory Education and Special Education and the responsiveness in meeting the academic needs of three and four year olds.

St. Johnsbury School District has been serving three and four year old students for twelve years.

1. PROJECT DESCRIPTION-ATTRIBUTES OF SUCCESS
   * PROJECT GOALS AND OBJECTIVES

The Early Education Program in St. Johnsbury has been in operation for twelve years and was one of the first in the state of Vermont. It is operated as an integral part of the St. Johnsbury school system and follows the kindergarten schedule. Classes are held five days per week.

Parents are given handouts describing the program and its expectations. Brochures are distributed to local doctors and agencies.

Our primary goals are: 1) to identify and enroll children ages three and four who may have significant delays in language, large muscle, small muscle control and cognitive areas; 2) to raise the skill levels of identified children to kindergarten level by age five; 3) to significantly lower the need for Chapter 1 services for kindergarten and primary age children; 4) to help both Chapter I and Special Education children understand that every person is different and every person is special.

*2. COORDINATION WITH THE REGULAR SCHOOL PROGRAM-OTHER

Our program begins each year with a screening for all three and four year old children in the town of St. Johnsbury. The screening process uses the Developmental Inventory for the Assessment of Learning (DIAL-R) standardized test of the developmental skills of small and large muscle control, concept awareness and cognitive abilities.

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Screening is conducted by a group including Chapter I coordinator, Special Education coordinator, Chapter I reading teacher, speech and language teacher of the handicapped, Chapter I and Special Education aides, school district nurse and the Early Education classroom staff. The screening is administered in the auditorium of the same school building which houses the Early Education Program.

The Early Education Program is a fully participating component of the school system. It shares building space with a multihandicapped classroom, a first grade, a second grade and two kindergarten rooms.

Our Early Education classes participate in the school Christmas program, take advantage of Vermont Council on the Arts programs, Fire Prevention Week activities and participate in weekly music and sing-along programs which are directed by our Early Education Program Special Education teacher.

The Early Education Program students are transported by school district buses along with older children. They share the same playground area and equipment with the other classes in the building.

#3. PARENT/COMMUNITY INVOLVEMENT

The Chapter I program has a district Parent Advisory Council consisting of parent representatives from each of the seven school buildings in the St. Johnsbury School District. A parent from the Early Education Program is on the council. Our program maintains a library of relevant subject matter for parents in the community. The topics covered are child development, child management, nutrition, health, safety and learning activities for children.

In addition to the library, the Chapter 1 Early Education teacher leads a Parent Support Group for parents in the program, kindergarten parents and parents of any other three and fouryear olds in the community. We discuss child development ('Why can't my four year old tie his shoes?'), management of children ('What can I do when my child won't mind me?'), nutrition ('I didn't know cocoa has caffeine in it!'), safety ('I never thought about it being dangerous for my child to run from me when I call him'). They also want answers to: 'What toys for what age?' and 'What can I do if I can't afford toys?' (Boxes, spools, homemade playdough, bag puppets and counting games are favorite ideas.)

Parents are eager to have their children in the program. We receive telephone calls almost every week requesting information about the class or asking for help with management or for learning activity suggestions. Day care centers, Social Rehabilitation Services and Public Health request screening and/or enrollment for children they have contact with. Parents and grandparents are frequent classroom visitors. Parents of current and former students as well as senior citizens volunteer to help with our screening.

The Vermont State Tooth Fairy program's dental hygienist provides checkups. The local police department loans a kit for fingerprinting the children being screened, if the parents wish to have it done. The local fire department presents a fire prevention program each year to help familiarize the students with safe practices. There is a fine museum in St. Johnsbury which welcomes our annual field trip.

4. PROFESSIONAL DEVELOPMENT AND TRAINING

The St. Johnsbury School District promotes professional development based on two factors; the individual needs of each staff member; the overall district needs. The Early Education Program staff is included in all districtwide staff development. Such topics as Effective Schools Research, Effective Communication and Parent Effectiveness Training are offered.

Our staff consists of a Chapter I teacher with a Bachelor's Degree, a Special Education teacher with a Master's Degree and three Special Education aides. One of our aides is a certified teacher, another is currently earning her early education degree and the third is a parent of a former student of the program and is a licensed practical nurse. The staff members have recently completed a course in Language Acquisition and Communication and have taken courses in Children's Literature, Learning Theories, Child Development and Methods and Materials in Early Education.

Opportunities are available for staff members to attend appropriate workshops and visit other programs.

5. STRONG LEADERSHIP

The general direction of the Early Education Program is under the Chapter I coordinator.

There is strong support from the school administration and the school board, as evidenced by a financial commitment of seventy five percent of a teacher's salary.

Strong leadership has always been a real asset to the St. Johnsbury Early Education Program. Both the Chapter I and Special Education teachers have been with the program for all of its twelve years. One of our aides has been with us for nine years, one for five and one for three years. The rapport among the adults, and their enjoyment of their jobs, is sensed by the children and tends to maintain a good mood in the classroom.

Our staff uses the lunch hour to discuss individual children, classroom changes and any concerns we may have as a team. The emphasis is always on the needs of the children. Differences of opinion are always resolved by addressing the problem as "What will be best for that child."

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6. APPROPRIATE INSTRUCTIONAL MATERIALS/METHODS/APPROACHES

Both the checklist and the Peabody Picture Vocabulary Test are used to determine entry level, organize small groups and facilitate program planning.

After entry into the program, the Peabody Picture Vocabulary Test (a standardized test which provides a developmental/chronological age comparison of vocabulary comprehension capabilities) and the program checklist is administered to each child.

The program checklist is a checklist of developmentally appropriate skills in the language area (understanding qualitatives and quantitatives, following directions, class participation), cognitive skills (shape and color recognition, numbers, letters), motor skills (riding wheel toys, climbing, using scissors and crayons), social behavior (sharing, respecting property of others) and self-help skills (putting on coat, washing own hands). The checklist was originally developed using items from the Wisconsin Strategies test, the Brigance Inventory of Early Development, the Battelle Development Inventory and the Learning Accomplishment Profile. These are all standardized tests which contain the correct wording and developmental appropriateness of items for three and four year old children. The checklist is reviewed each year to accommodate changing requirements. If Special Education services are indicated, the Battelle Development Inventory is used on an individual basis (see pp. 9, 10).

The children's progress is monitored continually and evaluated three times a year with the program checklist and, at entry and exit, with the Peabody Picture Vocabulary test.

The Early Education Program is unique in that it combines Chapter 1 and Special Education students in one program. Special Education students are accepted by referral from doctors and human service agencies. Chapter 1 children are selected from the school census using the DIAL-R screening tool.

7. HIGH EXPECTATIONS FOR STUDENT LEARNING AND BEHAVIOR

Expectations for both learning and behavior are high in our program. We believe in the ability of all children to learn and that most are capable of more than is expected of them. Their economic or social environment should not prevent children from achieving their full potential.

We expect the best effort and behavior from our children. This motivation develops from learning to respect themselves and their peers and the knowledge that they will be supported, loved and respected by the classroom staff, even if they sometimes make mistakes. They learn they are important people with important opinions and feelings.

Emphasis is put on the understanding of everyone being different and everyone being special in some way. The positive interaction between handicapped and nonhandicapped is an excellent reinforcing component and a strength of our Early Education Program.

B. POSITIVE SCHOOL/CLASSROOM CLIMATE

The Early Education Program provides a highly structured but very flexible environment. The active times are alternated with quiet activities to prevent overstimulation or boredom. We have very few 'discipline' problems. This is due to a clear understanding of staff expectations and consistency of staff communication with the children. We have clearly defined limits and consequences ('If you throw sand you must leave the sand box' or 'You can't take another puzzle until you finish this one').

Praise, encouragement and respect for themselves, and others, is our basic message to our children. The staff projects friendliness and enthusiasm in the belief these attitudes are 'catching'. The Early Education classroom is a cheerful, happy place with interesting materials and activities, as well as emotional support.

#9. MAXIMUM USE OF LEARNING TIME

The Early Education Program consists of two 2 1/2 hour sessions five days a week.

The daily schedule is planned to maximize learning time. There is no 'deadtime' in the classroom since teaching and learning are taking place continually. The arrival of the class is a time to teach taking off outside clothing, putting on shoes and putting things away. During Language Stimulation time we incorporate science, learning addresses, colors, shapes and language games using sentences, verbs, labelling. Story time always evolves into more language stimulation as well as being a listening activity. Questions, answers, concepts,and emotions are some of the natural outgrowths of reading and discussing a story to small children. Snack time incorporates color recognition, shapes, matching (find where to sit and what job to do). It is a time to practice social and self-help skills. Music is an excellent listening, language and social activity, and great fun. Free play (free choice of selected materials) increases small muscle skills (blocks, pegboards, puzzles), cognitive skills (matching materials, sorting, color games), social and self-help abilities (the children help with the cleanup). The time in the auditorium using riding toys, climbing and doing physical activities is coincidental with using social skills such as cooperation, sharing and trying new things.

A typical day for the children in the Early Education Program is as follows:

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Activity	Content of Activity	Children Served
Arrival at class (entire staff)	selfhelp skills, dressing, zipping, initiative, putting belongings away	Chapter 1 and Special Educ.
Language stimulation	concentration on language expression, discussing weather, greeting song, day of week, seasons, colors, describing pictures, games for using phrases, verbs, sentences.	Chapter I and Special Educ.
Small Group (small muscle activities (Chapter 1 teacher)	concentration on cognitive & small muscle skills, sequencing thoughts, actions and objects, manipulative materials, memory games, listening games, qualitative, quantitative games, colors, cutting, painting, pasting (handicapped individual aide help).	Chapter I and Special Educ. (if appropriate)
Small Group (Special Educ. teacher)	concentration on building large muscle dexterity. Riding toys, running, climbing, balance beam, balls, obstacle course (physically handicapped receive therapy on individual basis with an aide at this time.	Chapter I and Special Educ. if appropriate
Snack time (entire staff)	Children find where they are to sit by finding their name, a color or shape etc. Snack jobs done by children. They mark a colorcoded chart by their name. Social amenities and friendly conversation expected.	Chapter I and Special Educ.
Story time (Chapter I teacher)	Listening skills and language acquisition and comprehension. Concept awareness. Stories reflect other activities: emotions, animals, colors, plants, families, etc.	Chapter I and Special Educ.
Music (Special Educ. teacher)	Listening skills. Songs and fingerplays one day per week with kindergarten classes.	Chapter I and Special Educ.
Free play (entire staff)	Frequently changed materials are appropriately used in dramatic play, block building, sand box, painting and manipulative materials areas. Proper use of materials is encouraged, cooperation and sharing expected (for Chapter I children individual language stimulation with aide).	Chapter I and Special Educ.

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Activity	Content of Activity	Children Served
Outdoor Play and leaving (entire staff)	Slide, swings, playground activities. Self help skill practice.	Chapter I and Special Educ.

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10. CLOSELY MONITORED STUDENT PROGRESS

The instruments used to monitor student progress are the Peabody Picture Vocabulary Test and the Early Education Program checklist. Individual records are kept on each child, including all tests and notes. All of the staff make notations on individual children as indicated. The records are maintained in the classroom and are referred to during staff discussions about children's progress.

11. REGULAR FEEDBACK AND REINFORCEMENT

Our Early Education Program holds parent/teacher conferences three times a year. The teachers are available to parents at any time. The checklist is reviewed and suggestions made or problems discussed.

A program newsletter keeping parents informed of our classroom activities and including hints and learning activities is sent to parents approximately once a month. Parents are often contacted and consultation about problems or concerns is frequent. Parents are always welcome in our classroom.

12. EXCELLENCE RECOGNIZED AND REWARDED

Students: We have found the best reward for good effort to be a feeling of pride and self worth. We believe giving out 'stickers' results in children expecting material compensation for each small accomplishment. For three and four year olds, displaying a child's work, a sincere smile, a hug, a word of praise, are more than enough motivation to keep trying to do their best.

Staff: The frequent calls from people in the community for advice and help, the referrals from human service agencies and requests for information from friends of program parents, is the staff's most valued recognition.

13. EVALUATION RESULTS USED FOR PROJECT IMPROVEMENT

The St. Johnsbury Early Education Program is evaluated through the program checklist of skills mastery. It is administered three times each year. The checklist has been changed and upgraded periodically to better meet the needs of the program. In the twelve years of the program there have been many changes as a result of the yearly evaluation.

One significant change we made was extending the Early Education Program from four to five days per week to better serve the needs of the children.

The Peabody Picture Vocabulary Test is administered as a pre- and post test. The description of the test and results are discussed in III Project Effectiveness and Achievement.

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III. PROJECT EFFECTIVENESS AND ACHIEVEMENT

Because of the ages of the children in the project, few reliable and valid standardized tests are available to measure growth and program effectiveness.

Through the experience of twelve years, the teachermade checklist (copy attached) is the most reliable measure as to whether a child has mastered and retained a particular skill. This checklist is administered three times each year.

Each student is also pre and post tested with the Peabody Picture Vocabulary Test. The PPVT is an individually administered, norm referenced, wide range, power test of receptive vocabulary. The test is designed for persons 2 1/2 through 40 years of age. The PPVT was standardized nationally on a selected sample of about 4200 children.

The results of the 1984-1985 year showed an average pretest NCE of of 24.36 and a post NCE score of 39.79, giving an NCE gain of 15.43. Due to the small number of early education programs, there are no state figures to compare with sustained gains.

The following chart is a result of a followup study of the past five years.

	1983 1984	1982 1983	1981 1982	1980 1981	1979 1980
Total number of Chapter I Early Ed students that received services	22	23	24	27	29
Number of students that have moved outside the St. J. School District	5	3	4	11	10
Number of students still receiving Chapter I services	8	5	8	7	7
Number of students receiving no special services (graduated from Chapter I)	9	15	12	9	8
Percent of those still living in St. Johnsbury who graduated from program	52.9	75.0	60.0	56.2	53.3

In evaluating the results as presented in the above chart, it is evident that in each of the years over 53% of the students living in St. Johnsbury are not receiving special help. In 1982-1983 75% of the students did not receive special help. You will note that this is one of the goals of the St. Johnsbury Early Education Project.

Senator STAFFORD. I do have a few questions here. I'm going to start with Mr. Kasprzak and Mr. Hubbard. And let me first say to you both that I want to compliment you on your work as administrators and your work on promoting programs that you let us visit this morning.

Both of you mentioned that many students who should be served by Chapter I are not because the funds are not there. Would you care to briefly expand on that observation.

Mr. KASPRZAK. The testing that we do helps us identify from the twenty percentile down to the level of special education care. Then we prioritize by need, and what we're not serving with special services are the children that are in the thirty to forty percentile. The forty percentile would be the low-average area. That is not to say that they're not getting services. They're not getting as many services as they might if we had received more funds.

St. Johnsbury has supported education very, very, well. For example, all of my first grades have full-time aides. This is so that there is more adult attention available to the children. We have in St. Johnsbury 70 to 75 volunteers who work within our school system. I guess the problem is that it's not under the auspices of a Title I or Chapter I program. Frank, you might want to elaborate further.

Mr. HUBBARD. One of the real joys of Chapter I is being able to graduate out of the program. And you take a youngster between the 30th and 40th percentile, maybe just that little bit of help is all that youngster needs to get in to doing grade-level work. And that's where we really like to put our services. But we do take and prioritize, and more of our children are receiving help at the lower levels as slower learners that need the help. But you don't see the quick advancement that you do of those that are just slightly below. And I think if we had more funds to service up through the 40 percentile, then I think we'd see better results.

Senator STAFFORD. Thank you. Is there anything the federal government could do to encourage more early intervention in education programs like the one you have here?

Mr. KASPRZAK. I think one of the things they may do would be to be more positive about education in general. I have a sense that our Mr. Bennett is like a loose pistol every once in a while. If he were a little more positive, I think perhaps the rest of us could deal with our constituents a little easier. I think, Senator, you said it in your opening remarks that education is one of the most important activities we have because we're dealing with the future and it's our future. And as long as we keep saying that, and believing that, we'll have everyone believe that as well, and the children will benefit.

Senator STAFFORD. Then we'll try to see that we recognize the constructive comments that Mr. Bennett occasionally makes, especially with regard to higher education, and we'll pursue our own force on other areas where we think maybe he's promoting discussions, but possibly wrong.

Do the middle schools in St. Johnsbury offer any special programs to the disadvantaged or handicapped children.

Mr. KASPRZAK. Yes, in our middle school, we have services of the speech pathologist, we have a resource room for special education,

we have—I have to hesitate a little—we have one teacher that we sometimes refer to as a generic teacher. This generic teacher works with children that have a difficult time coping with the system, and she's a very strong supporter of these students, an asset and a advocate, and a tutor. We also have aides that are under the Chapter I program that work with children in need, and they work within the classroom and help the children to finish or keep up with the course work. See, we have a lot of services that are available to these children.

Senator STAFFORD. Let me ask you this: Have you had an opportunity to follow any of your students who have started in these program under Title I? Have you had a chance to follow them through high school or in their lives beyond high school and see how they have done?

Mr. KASPRZAK. We want to make sure we get the early ed figures on that.

Mr. HUBBARD. I think that some of the testimony that was included on the record on early education had some of those figures. As far as early ed is concerned, we've followed them through, and Chapter I does make a difference. The thing that is awfully hard to evaluate is to say, maybe they didn't do as well on the tests as you had hoped, but then what would they have done if they had not had Chapter I. And I think that is a real significant thing. And we've been able to follow them through. We've done a longitudinal study on the effect of the Chapter I, and have done a sustained effect study of Chapter I, and it does make a difference.

Mr. KASPRZAK. In the early ed, and you have the figures for your children.

Ms. WARNER. OK. I guess the latest ones I have are 1983–1984. The total number of Chapter I early ed students that received services was 22; 5 of them moved, 8 are still receiving, 9 are not receiving, 52 percent of those still living in St. Johnsbury graduated from the program.

Senator STAFFORD. Thank you. That's very interesting.

Is it difficult, may I ask you, to keep the teachers? Mr. Kasprzak. St. Johnsbury is a very good district so we don't find ourselves in difficulty. I would say that the turnover has probably been more significant in the special ed area, but in Chapter I and regular school districts, we're a very stable district.

Senator STAFFORD. Is there a strain on special education teachers higher than on normal classroom teachers?

Mr. KASPRZAK. It is for the ones that are primarily working with the profoundly handicapped. That seems to take a toll after three or four years.

Ms. HURLEY. It's difficult to see such slow progress. It's hard on the teacher.

Senator STAFFORD. How do you get parents involved in your schools? Again, I'm speaking to the administrator primarily here, but the teachers also.

Mr. HUBBARD. We have a parent advisory council, and I'd like to maybe have Mrs. LaCourse speak here as to her part as far as the parents' involvement in our community.

Senator STAFFORD. Certainly.

STATEMENT OF SYLVIA LaCOURSE, PARENT ADVISORY COUNCIL, ST. JOHNSBURY, VT

Mrs. LaCourse. I would just say for myself, I have a daughter that participates with this Title I, Chapter I. She's at the Academy for her first year. She's had the program for 7 years. Her's was mostly math. She's still slow in math, but she's with her grade. She didn't stay back.

We have a meeting about four times a year because I want to know what is going on with my daughter. I'm there. I talk to the people and invite them—we have speakers come in to talk about the regulations and the rules. I guess just being interested in the child's education, you're there and you can commit yourself to a few meetings a year.

Senator Stafford. Well, thank you very much. I might say to the teachers that we have a daughter who is a special education teacher over in Montpelier. She's been one, I don't know, for 13 or 14 years now, and she's the only one left of her class in getting a masters degree in special ed teaching, and said that all of the other ones are burned out. She's also quite outspoken with her viewpoints, so the Senator gets ready information on the special ed problems.

I see that you have used block grant funds for gifted and talented programs, as well as for computer purchases. Can you briefly describe that for us?

Mr. Hubbard. With our talented and gifted program, we've done the reverse of what we're doing in Chapter I. We take those that are at the other end of the scale, and we've hired a talented and gifted coordinator who goes into the schools, and works with the teachers, and also takes the students out and gives enrichment activities for those who are talented and gifted, and provides this service as a backup to the teacher, but also services to the students.

And then at the elementary level, we have purchased Apple computers, and we have one classroom—you didn't see here this morning—there was a computer there that the second grade class is using for computer. And we have it at other elementary schools as the teacher sees the need and as the teacher becomes familiar with the use of the computers in the elementary education.

At the middle school, we have a computer program, but we haven't used Chapter II funds for that program.

Senator Stafford. Thank you both very much. Let me say now to the teachers, is there anything either of you would like to change about the two federal laws. We would accept comments you might wish to make away from here in writing, if you wish.

Ms. Hurley. Many of the children that are bused in to our program from other districts ride over an hour on a van, and for a 3-year old, they arrive sound asleep and that's very hard. I think that there should be more programs like ours so that these poor little tykes wouldn't have to go so far.

Mr. Kasprzak. Senator, if I might add to that. I have a real concern about the older handicapped people that we have. We have them in our program from the time they're 10 months old to the time they're 21-years old. After that, there is nothing left out there for them, and very often all the work that we have done is lost. I

don't know what the solution is, but someone's going to have to start looking at that and start thinking about providing group homes, something to maintain the efforts that have been done. These people can be quite self-sufficient, and that's not happening because there's nowhere to go. And it's a real concern of the parents and mine as well.

Senator STAFFORD. All right. I agree with that. That's true. Let me ask the teachers again, are there any special programs for your children at the middle and high school levels?

Ms. HURLEY. There are regional special ed programs in the district for children starting with our program right on through the Academy.

Senator STAFFORD. Let me ask the $64,000 question to the teachers. At this point if either of you now had the choice as to profession, do you think you would chose teaching?

Ms. WARNER. Definitely.

Ms. HURLEY. Absolutely.

Senator STAFFORD. I think you got a hundred on that. Well, let me express our gratitude for joining us this morning and appearing on the panel with us. And I can assure you what you've said will be taken seriously by the committee when we start working on the reauthorization of elementary/secondary education this year. So from Senator Pell and myself and the others on the committee, we're in your debt. Thank you.

Mr. MCGRAW. May I ask you a question.

Senator STAFFORD. Yes, you may.

Mr. MCGRAW. Last night on Channel 3 news, they reported on that there were 20 questions that they posed to the high school students in the Burlington area, very basic questions. Average was very, very low. The questions were basic, like how many States are there, or name the six New England States, what countries we border on in the north and the south, questions like that. And they were all questions that I'm sure you and I knew the answers to when we were in the fifth and sixth grades, but these high school students did not do very well; very, very poorly.

And I was wondering if there was any program going to be put back into the school system where they could learn more about current events, history and geography? I think it's very important.

Senator STAFFORD. Could we have your name for the record.

Mr. MCGRAW. Yes. Before I sit down, I want to thank you as a Vermonter for your stand for protection of the environment. It's reassuring to see that there's one who stands for protection of the environment. And I enjoyed your program last night on Channel 10.

Senator STAFFORD. Thank you very much. We need your name for the record.

Mr. MCGRAW. William L. McGraw, 5 Elliot Street, St. Johnsbury, VT. I'm a retired postmaster.

Senator STAFFORD. The next panel, Panel II, will be Ms. Mary Ann Riggie, who is the Chapter I Coordinator, Orleans-Essex North Supervisory Union, Derby, Vermont; Pamela Simpson, Coordinator in Caledonia North Supervisory Union, Lyndonville; Kathryn Blair, Chapter I Coordinator at the Red Village School Lyndonville;

and Susan James, Chapter I Coordinator, Windham Southeast Supervisory Union, Brattleboro, VT.

I trust the roads were all right from Brattleboro up here?

Ms. JAMES. Except for my driveway.

Senator STAFFORD. That's typical of the whole east. We welcome you here, and we'll go in the order in which your names have been called. If you have supplied us with a written statement, we'll put those in the record as if read, and we'd ask you to confine yourself to about 5 minutes in the oral presentation. So, Mary Ann, you're up, and you'll have to pull the mikes up a little.

STATEMENT OF MARY ANN RIGGIE, CHAPTER I COORDINATOR, ORLEANS-ESSEX NORTH SUPERVISORY UNION, DERBY, VT

Ms. RIGGIE. The Orleans Essex North Supervisory Union is characterized by a mix of farming, forest products and service industries. You might ask if the district is rural. The Supervisory Union is composed of 12 town school districts and one union high school district. Three of the towns have elementary schools with only three classrooms serving from six to nine grades, and two of the towns have elementary schools with four classrooms. Of the remaining seven towns, four have elementary schools with fewer than 200 students. Couple this information with the fact that the Supervisory Union serves a land area of 476 square miles. The total population is just over 17,000, so the ratio is 36 people per square mile. A full day of travel is required in order to pay a brief visit to each school. One could say that it's rural. Another description is sparse.

The setting defines the way we conduct school business. Logistics are crucial. Chapter I provides service in each one of those elementary schools. In three cases, Chapter I staff travel daily between towns. The cost to the program must be docked twice: once for the loss of instruction time, once for additional travel expenses. Chapter I students in each building require appropriate teaching materials. Materials must be sufficiently diverse to meet the needs of a wide range of ages. Although many resources are shared among buildings, certain basic materials must be present in each building whether it is Westfield, with eight Chapter I students, Jay with 14, or Derby with 40. A significant portion of my time is spent circulating teaching materials from school-to-school.

Supervision of staff is made costly, again because of geography. Supervising teachers and myself lose time on the road and accumulate mileage reimbursement requests.

In summary, I am speaking about the economics of scale—small scale. I ask that when the criteria of size, scope, and quality are reviewed, reauthorization language accommodate the fact that rural areas will have unique overhead expenses. At first glance, these expenses may not appear to be instructional costs, however, quality education will not proceed without them.

You might ask if the taxpayer is getting quality in the rural setting from his tax dollar. I would like to quote from *Chapter I, Achievement Gains 1981-85.*

In all cases students were pre- and post-tested with a nationally normed achievement test. Pre-tests were conducted in the fall of the school year; post-tests in the spring of the school year in which Chapter 1 services were delivered.

In both the subject areas of reading and math, the students in Vermont's Chapter 1 programs make larger gains than the fall to the spring on the average than do students nationally * * *

For the Orleans-Essex North program, recent reading achievement gains have generally been significantly above the state average. The most notable trend across the last 3 to 5 years in the reading achievement scores, again in relation to the state average, have been an increase from average to above average scores.

In the area of math, recent achievement gains have generally been around the state average. The most notable trend across the last 3-to-5 years in math achievement scores, again in relation to the state average has been an increase from below average to average scores.

The taxpayer is getting all one hundred cents for his dollar in our rural setting.

Another issue in our remote area is staffing—staffing with certified teachers *versus* teachers with non-certified aides. Historically, the Orleans-Essex Chapter I project has staffed a majority of teachers supplemented by a few aides in order to provide a foundation of skill, knowledge, and attitudes on staff.

My experience in visiting and interviewing for aide positions has been that I am sifting résumés to find applicants with a high school diploma. Other less remote areas have access to an aide applicant pool with post-secondary education and frequently to individuals certifiable as teachers. By and large, we do not. Yet, funding cuts are forcing many districts to change their staffing patterns to an aide model. In my judgment, such a change in my district would undermine the Chapter I program.

Money or its lack: In Orleans-Essex North this year, we are serving 26 percent of the students who are eligible for reading and 7 percent who are eligible in math. These figures do not include North Country Union High School, which does not have a Chapter I program this year. We are serving with regard to all Chapter I components 121 fewer students or 27.6 percent less students than last year, as we absorb an allocation reduction of $32,000. Two and one-half school positions were eliminated with the funding cut and in anticipation of even leaner years. A math component at the high school was eliminated. The "dollars and cents" is that the number of children served is in direct relation to the amount of money appropriated.

The elementary schools in Orleans-Essex North do not have a locally funded compensatory education program. When Chapter I eligible children are not served by Chapter I, unless they meet the criteria for special education, other intervention services do not exist. Their needs must be met in the regular classroom. I know of only two classroom teachers in our district, incidentally both in the same building, who are trained as reading specialists. Classroom teachers, principals, and Chapter I staff express frustration each fall when final selections are made for the Chapter I program, and a large number of students are left on the waiting list. For many teachers, it is an agonizing choice to decide between children with clear needs.

I cite this information as a way of illustrating the clear need for continued Chapter I services funded at an adequate level. They make a difference in the lives of kids. Thank you for this opportunity to address the committee.

Senator STAFFORD. Thank you very much.

[The prepared statement of Ms. Riggie and responses to questions submitted by Senator Stafford follow:]

STATEMENT OF MARY ANN RIGGIE

Senator, Ladies and Gentlemen:

My name is Mary Ann Riggie. This year is my fourth as Chapter 1 Coordinator for the Orleans-Essex North Supervisory Union (OENSU). The district borders Canada. A mix of farming, forest products and service industries characterize the economy.

You might ask if the district is rural. The Supervisory Union is composed of twelve town school districts and one union high school district. Three of the towns have elementary schools with only three classrooms serving from 6 to 9 grades and two of the towns have elementary schools with four classrooms. Of the remaining seven towns, four have elementary schools with fewer than 200 students (Appendix 1). Couple this information with the fact that the Supervisory Union serves a land area of 476.09 square miles.(1) The total population is 17,103 yielding a ratio of just under 36 people per square mile. A full day of travel is required in order to pay brief visits to each school. One could say that is rural. Another description is sparse. There are not miles of uninhabited woodlands, rather dwellings and villages are scattered among farmland and forest. Often teachers do not see other teachers at their grade level for weeks at a time.

The setting defines the way we conduct school business. Logistics are crucial. Chapter 1 provides service in each one of those elementary schools. In three cases Chapter 1 staff travel daily between towns. The cost to the program must be docked twice: once for lost instructional time, once for additional travel expenses. Chapter 1 students in each building require appropriate teaching materials.

(1) Adapted from 1986 Vermont Yearbook published by the National Survey, Chester, VT

Materials must be sufficiently diverse to meet the needs of a wide range of ages. Although many resources (filmstrips, cassettes, trade books) are shared among buildings, certain basic materials must be present in each building whether it is Westfield with 8 Chapter 1 students, Jay with 14 or Derby with 40. A significant portion of my time is spent circulating teaching materials from school to school.

Supervision of staff is made costly again because of geography - supervising teachers and myself lose time on the road and accumulate mileage reimbursement requests.

In summary, I am speaking about the economics of scale - small scale. I ask that, when the criteria of size, scope and quality are revieved, reauthorization language accommodate the fact that rural areas will have unique overhead expenses. At first glance these expenses may not appear to be instructional costs; however, quality instruction will not proceed without them.

You might ask if the taxpayer is getting quality in a rural setting for his tax dollar. I would like to quote from Chapter 1 Achievement Gains 1981-85 (Appendix 2):

> "In all cases students were pre-and posttested with a nationally normed achievement test. Pretests were conducted in the fall of the school year; posttests in the spring of the school year in which Chapter 1 services were delivered.
>
> In both the subject areas of reading and math,

the students in Vermont's Chapter 1 programs make larger gains from the fall to the spring on the average than do students nationally.". . .

"For the Orleans-Essex North program, recent reading achievement gains have generally been significantly above the state average. The most notable trend across the last three to five years in the reading achievement scores, again in relation to the state average, has been an increase from average to above average scores.

In the area of math, recent achievement gains have generally been around the state average. The most notable trend across the last three-to-five years in math achievement scores, again in relation to the state average, has been an increase from below average to average scores."

The taxpayer is getting all 100 cents for his dollar in our rural setting.

Another issue in our relatively remote area is staffing - staffing with certified teachers <u>versus</u> staffing with non-certified aides. Historically the Orleans-Essex North Chapter 1 project has staffed with a majority of teachers supplemented by a few aides in order to provide a foundation of skills, knowledge and attitudes on staff. My experience in advertising and interviewing for aide positions has been that I am sifting résumés to find candidates with

high school diploma. Other less remote areas have access to an aide applicant pool with post-secondary education and frequently to individuals certifiable as teachers. By and large we do not. Yet funding cuts are forcing many districts to change their staffing patterns to an aide model. In my judgment such a change in my district would undermine the Chapter 1 programs.

Money or its lack - In Orleans Essex North this year we are serving 26% of the students in the elementary schools who are eligible in reading and 7% who are eligible in math (Appendix 3). These figures do not include students at North Country Union High School which does not have a Chapter 1 program this year. We are serving, with regard to all Chapter 1 components, 121 fewer students or 27.6% fewer students than last year as we absorb an allocation reduction of approximately $32,052 (Appendix 4). Two and one-half teaching positions were eliminated with the funding cut and in anticipation of even leaner years. A math component at the high school was eliminated. The "dollar and cents" is that the number of children served is in direct relation to the amount of money appropriated.

The elementary schools in Orleans-Essex North do not have a locally-funded compensatory education program. When eligible Chapter 1 students are not served by Chapter 1, unless they meet the criteria for special education, other intervention services do not exist. Their needs must be met in the regular classroom. I know of only two classroom teachers (incidentally both in the same building) in the district who are trained as reading specialists. Classroom teachers,

Principals and Chapter 1 staff express frustration each fall when final selections are made for the Chapter 1 program and large numbers of students are left on a waiting list. For many teachers it is an agonizing choice to decide between children with clear needs.

I cite this information as a way of illustrating the clear need for continued Chapter 1 services funded at an adequate level - they make a difference in the lives of kids.

Thank you for this opportunity to address the Committee.

Mary Ann Riggie
Chapter 1 Coordinator
Orleans-Essex North Supervisory Union
Derby, Vermont 05829

02/10/87
St. Johnsbury, VT

APPENDIX 1

ORLEANS-ESSEX NORTH SUPERVISORY UNION
DERBY, VERMONT
ENROLLMENTS 1986-87
January 1987

BRIGHTON		HOLLAND	
Kindergarten	28	Kindergarten	10
Beg. Primary	27	Beg. Primary	11
Mid. Primary	23	Mid. Primary	4
Upper Primary	21	Upper Primary	11
Grade 4	16	Grade 4	10
Grade 5	23	Grade 5	7
Grade 6	28	Grade 6	12
Grade 7	16	Grade 7	6
Grade 8	16		
Total Brighton	198	Total Holland	71
CHARLESTON		JAY	
Kindergarten	13	Kindergarten	3
Beg. Primary	16	Beg. Primary	9
Mid. Primary	13	Mid. Primary	5
Upper Primary	17	Upper Primary	7
Grade 4	12	Grade 4	11
Grade 5	15	Grade 5	5
Grade 6	16	Grade 6	6
Grade 7	15		
Grade 8	16		
Total Charleston	133	Total Jay	46
COVENTRY		LOWELL	
Kindergarten	17	Kindergarten	0
Beg. Primary	11	Beg. Primary	9
Mid. Primary	15	Mid. Primary	4
Upper Primary	11	Upper Primary	12
Grade 4	17	Grade 4	8
Grade 5	13	Grade 5	5
Grade 6	8	Grade 6	9
Grade 7	11	Grade 7	4
Grade 8	10	Grade 8	8
Total Coventry	113	Total Lowell	59
DERBY		MORGAN	
Kindergarten	67	Kindergarten	6
Beg. Primary	85	Beg. Primary	11
Mid. Primary	61	Mid. Primary	6
Upper Primary	59	Upper Primary	4
Grade 4	53	Grade 4	4
Grade 5	59	Grade 5	10
Grade 6	57	Grade 6	9
Total Derby	441	Total Morgan	50

NEWPORT CITY	
Hillside School	
Kindergarten	51
Grade 1	73
Grade 2	64
Grade 3	38
Special Ed.	7
Total Hillside	233
Lakeview	
Grade 4	46
Grade 5	61
Grade 6	37
Total Lakeview	144
Total Newport City	377

NEWPORT TOWN	
Kindergarten	30
Grade 1	29
Grade 2	17
Grade 3	20
Grade 4	20
Grade 5	12
Grade 6	20
Grade 7	25
Grade 8	23
Total Nwpt. Town	196

TROY	
Kindergarten	28
Grade 1	22
Grade 2	20
Grade 3	31
Grade 4	30
Grade 5	25
Grade 6	23
Grade 7	26
Grade 8	27
Total Troy	232

WESTFIELD	
Grade 1	4
Grade 2	5
Grade 3	6
Grade 4	6
Grade 5	3
Grade 6	7
Grade 7	6
Grade 8	6
Total Westfield	43

NORTH COUNTRY UNION HIGH SCHOOL	
Junior High	
Grade 7	110
Grade 8	138
Special Ed.	6
Total Junior High	254
Senior High	
Grade 9	265
Grade 10	264
Grade 11	289
Grade 12	258
Shared-Time Students	54
P.G. Students	1
Special Ed.	38
Total Senior High	1169
Total N. C. U. H. S.	1423

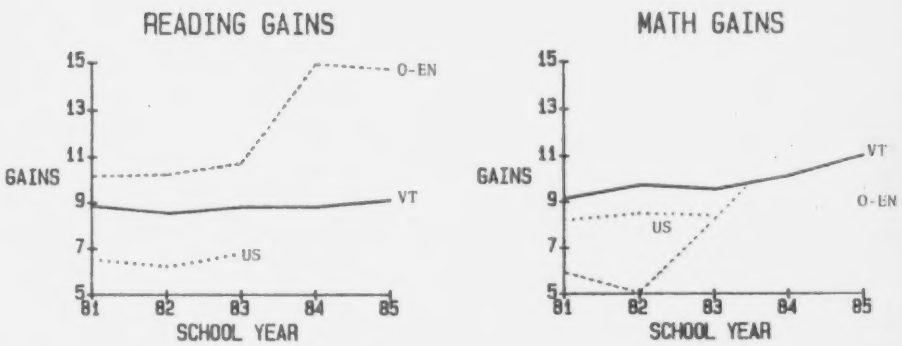
Grand Total O.E.N.S.U.

1975-76	3549
1976-77	3614
1977-78	3563
1978-79	3556
1979-80	3535
1980-81	3537
1981-82	3493
1982-83	3484
1984-85	3438
1985-86	3423

APPENDIX 2

CHAPTER 1 ACHIEVEMENT GAINS, 1981-1985
National, State, and Local Averages
Based on the Fall-Spring Cycle

Local Program: Orleans-Essex North



The above figure(s) compares the average achievement gains of Chapter 1 students nationally (NA .....) to the average achievement gains of Vermont's (VT _____) Chapter 1 students to the average achievement gains of the Chapter 1 students in your supervisory union (SU -----) from 1981 to present. In all cases students were pre- and posttested with a nationally normed achievement test. Pretests were conducted in the fall of the school year; posttests in the spring of the school year in which Chapter 1 services were delivered.

In both the subject areas of reading and math, the students in Vermont's Chapter 1 programs make larger gains from the fall to the spring on the average than do students nationally. Across grade levels the national gain from fall to spring is about 6.5 points on the normal curve equivalent scale (NCE's) in reading, and slightly over 8 points in math. Vermont's average student gain is between 8 and 9 NCE's in reading, and 9 to 11 points in math across the same time period.

Analysis of Local Achievement Gains

An analysis of local trends in your supervisory union across this five year period will be described below. Please keep in mind as you examine the figure(s) that national and state information is based on very large numbers of students; but many local programs are not. Thus, a greater degree of variability from year-to-year is to be expected locally. Despite the local "bounce", it has generally been possible to classify the status of local achievement gains in most instances both across time and in relation to the state average. In some cases, however, annual changes in local programs have been so great that it is not possible to characterize them as anything but "erratic" from year to year.

For the Orleans-Essex North program, recent reading achievement gains have generally been significantly above the state average. The most notable trend across the last three to five years in the reading achievement scores, again in relation to the state average, has been an increase from average to above average scores.

In the area of math, recent achievement gains have generally been around the state average. The most notable trend across the last three-to-five years in math achievement scores, again in relation to the state average, has been an increase from below average to average scores.

Analysis of Local Pretest and Posttest Trends

Over this same five year period, the local pre- and posttest scores themselves can be characterized in terms of trends across time, e.g., a generally declining pretest score would indicate that your supervisory union is serving a different student population than it was three to five years ago. If the local posttest score has also been declining, than the pre-post gain would be relatively steady across time even though the local student population was changing.

What if pretest scores were declining but posttest scores were remaining steady or too erratic to characterize? The local pre-post gain would be <u>increasing</u> across time. Increasing achievement gains associated with a more severely disadvantaged population would be valuable to identify as we examine successful program practices.

LEA: Orleans-Essex North

Across the three to five year period, pretest scores in reading have been generally holding steady. In relation to the state average reading pretest score of 32 NCE's last year (34 on the annual cycle) the most current local reading pretest score for your supervisory union is lower than average.

Across the three to five year period, local posttest scores in reading have been generally holding steady. In relation to the state average posttest score of 41 NCE's last year (39 on the annual cycle) the most current local reading posttest score for your supervisory union is higher than average.

In the area of math, across the same time period, local pretest scores have been generally too erratic to characterize. In relation to the state average math pretest score of 30 NCE's last year (31 on the annual cycle) the most current local pretest score is about average.

Finally across the three to five year period, local math posttest scores have been generally too erratic to characterize. In relation to the state average posttest score of 41 NCE's last year (38 on the annual cycle) the most current local math posttest score for your supervisory union is about average.

LW:me 3/25/86

APPENDIX 3

O.E.N.S.U. - CHAPTER 1 PROGRAM

PERCENTAGE OF NEEDS MET IN GRADES K-8

1986-1987

	READING			MATH		
	# SERVED	# ELIGIBLE	% NEEDS MET	# SERVED	# ELIGIBLE	% NEEDS MET
BRIGHTON	16	78	20	17	84	20
CHARLESTON	4	30	13	9	45	20
COVENTRY	11	35	31	0	31	0
DERBY	40	147	27	0	132	0
HOLLAND	8	27	29	0	25	0
JAY	14	18	77	0	20	0
LOWELL	10	23	43	8	24	33
MORGAN	9	21	42	5	17	29
NEWPORT CITY	30	151	19	0	137	0
NEWPORT TOWN	20	65	30	11	66	16
TROY	28	118	23	0	100	0
WESTFIELD	3	8	37	5	12	41
TOTAL:	193	721	26%	55	693	7%

MAR/di

APPENDIX 4

NUMBER OF STUDENTS RECEIVING CHAPTER 1 SERVICES

	1985-1986			1986-1987		
	READING	MATH	TOTAL	READING	MATH	TOTAL
Brighton	13	16	29	16	17	33
Charleston	8	7	15	4	9	13
Coventry	19	9	28	11	-	11
Derby	42	-	42	40	-	40
Holland	10	-	10	8	-	8
Jay	6	-	6	14	-	14
Lowell	14	12	26	10	8	18
Morgan	6	2	8	9	5	14
Newport City	27	-	27	30	-	30
Newport Town	16	14	30	20	11	31
Troy	25	-	25	28	-	28
Westfield	3	1	4	3	5	8
North Country Junior High School	47	-	47	20	-	20
North Country Union High School	-	85	85	0	0	0
Early Childhood Education Program			57			50
Totals:	236	146	439	213	55	318

Chapter 1 Re: Loss of Revenue

ALLOCATIONS		BUDGETS	
FY 86	$393,313	FY 86	$351,515
FY 87	361,261	FY 87	318,945
Difference	$ 32,052	Difference	$ 32,570

JR/dz
10/31/86

ORLEANS-ESSEX
North Supervisory Union

TEL. (802) 766-2251 & (802) 334-8090

SERVING THE VERMONT TOWN SCHOOL DISTRICTS OF
BRIGHTON, CHARLESTON, COVENTRY, DERBY,
HOLLAND, JAY, LOWELL, MORGAN, NEWPORT CITY,
NEWPORT TOWN, TROY, WESTFIELD AND
NORTH COUNTRY UNION JUNIOR AND SENIOR HIGH SCHOOLS

March 3, 1987

The Honorable Robert T. Stafford
Champlain Mill #45
1 Main Street
Winooski, VT 05404

Dear Senator Stafford:

You asked me two questions at the recent hearing in St. Johnsbury for the reauthorization of Chapter 1. In reflecting upon my responses, I realize that my answers were sketchy. I would like to fill in the details a bit.

The thrust of the first question was what factors were responsible for our district's student achievement gains. I responded that it was the Chapter 1 teachers. To go one step further, the teachers have a solid knowledge of the developmental reading continuum. All of them are endorsed as either Reading Teachers or Early Childhood Educators under Vermont's professional certification structure. This endorsement is in addition to their basic General Elementary Certification. As individuals, they energetically pursue their classroom activties. The competence of the teachers is the single most important factor in student achievement gains. In addition our use of an Individualized Student Plan (ISP) is an important asset. The development of such a plan keeps instruction focused on the key needs of each student. Over time efforts have also been made to have the Chapter 1 teacher perceived as a regular member of the building staff. As ISP's are developed and instructional plans written, Chapter 1 staff consult with classroom teachers in an attempt to have a consistent set of objectives for youngsters. I believe that these factors, all of which center on teachers, have been the dominant influences in promoting student achievement gains.

The second question addressed staff development. The Chapter 1 teachers and aides participate in staff development at two levels. Each one participates in building-based and in program-based staff development. The building-based staff development activities include all of the school's

instructional staff and are led by the building principal. The program-based activities include all of the Chapter 1 staff and are led by me as the Chapter 1 Coordinator. In both cases a formal regenerative needs assessment process is in place. As a result, formal staff development plans have been written identifying both building targets and Chapter 1 program targets. A variety of activities are being pursued to reach those targets. We take staff development seriously. Teachers are our greatest educational resource.

I appreciate the opportunity to offer these remarks.

Sincerely yours,

Mary Ann Riggie

Mary Ann Riggie
Chapter 1 Coordinator

MAR/dz

Senator STAFFORD. Ms. Simpson, we'd be very glad to hear from you.

STATEMENT OF PAMELA B. SIMPSON, TEACHER AND COORDINATOR, CALEDONIA NORTH SUPERVISORY UNION, LYNDONVILLE, VT

Ms. SIMPSON. Yes, I'm giving testimony to the importance of coordination between the Chapter I program and the classroom program. I've been involved with Title I and Chapter I for the past 12 years. For 7 years, I worked with grades six through eight, and since then have worked with K through four. Presently, I'm the teacher coordinator for the district as well as a Chapter I teacher serving kindergarten through second grade.

Chapter I is a very worthwhile program. I've seen children blossom and grow from individual help and attention. The Chapter I student is the student who may have the ability to do the classroom work, but needs extra explanation of the skills being taught or needs them taught in a different way. Quite often he or she may need self-confidence and the feeling that it is all right to try something and not get it right the first time.

The following examples illustrate how a Chapter I meets the individual student's needs. I have one little girl in the first grade who needed self-confidence in answering questions. She waits until someone else in class answers the question or gives her a clue. I found that quite often she can answer correctly if given the opportunity and encouragement, but it's not always easy in the classroom. Chapter I is giving her the confidence she needs to build on this.

Joe, another little boy, needs to make and position his letters correctly. He needs to know that it "counts" in the classroom or with the Chapter I teacher. He is easily distracted and doesn't stay on task. Chapter I takes away the distractions so he can concentrate and develop good work habits.

In the second grade, I have a student who has very good decoding skills, but doesn't comprehend what he has read. So we work on comprehension skills such as sequencing of events, main idea, following directions, et cetera.

I also have another student who has a hard time with decoding skills, but he's been able to understand what's going on in the story. So I reinforce the decoding skills being covered in the classroom.

The Chapter I teacher needs to be familiar with the different approaches to reading and math instruction. Her or his main focus must be the student's needs. Ideally, there must be certified teachers who know teaching methods and learning styles. To be effective, a Chapter I teacher needs to be in close contact with the classroom teacher so they know the skills that are being taught in the classroom and are able to reinforce the skills. For example, if the teacher is teaching initial consonant sounds, the Chapter I teacher should not be teaching an unrelated skill, such as final consonant or vowel sounds. He or she should be working closely with the classroom teacher and cover the same skills concurrently so the student will get a sense of continuity.

In the upper grades, the Chapter I teacher needs to be aware of the expectations of the classroom teacher, both short term and long term. For example, a student may have a book report due in three weeks, as well as working on daily skills. The Chapter I teacher can help the student with his organization and study skills.

The present Chapter I teacher working with sixth through eighth graders in reading, sits down with the student's reading teacher and goes over their long-range plans. She has also correlated her reading with the teachers in the content area. For example, one of the social studies teachers is doing a unit on the Civil War and slavery. A student has to do a book report for a reading teacher that deals with the same aspect or this time period. The Chapter I teacher spends 3 days a week doing reading skills to go along with the book. She goes over background material, vocabulary, maps character analysis, et cetera. She and the student read the book together orally, discussing as they go along. The other 2 days of the week are spent on specific skills being covered in the classroom. The student does have a responsibility of letting the Chapter I teacher know when he gets an assignment, and together they organize their time and what is due and when.

Quite often, the Chapter I program can make a difference in the way a classroom teacher views a student. Instead of viewing the student as one who continually gets things wrong and doesn't seem to be progressing or paying attention, the teacher has a more positive attitude toward the student, due to the student's involvement in Chapter I and its success.

Our local district has in writing a commitment for a specific meeting time to coordinate the classroom and Chapter I programs. This is an opportunity which is invaluable in many ways because it not only provides the opportunity to cover skills being taught, but also the sharing of ideas on different materials and those which might be of value to the teacher as well as the student. You also might provide insight regarding the student's particular style of learning. By doing this, the Chapter I teachers are recognized as professionals. The close coordination has eliminated the teacher's reluctance to let their students leave the classroom for Chapter I because they might miss instructions.

In order for this Chapter I to work effectively, we need Chapter I teachers committed to the program and dedicated to helping students. In the past, the Chapter I teachers were hired as part-time teachers, and paid on an hourly basis Chapter I teachers are now paid a salary, but it is not comparable to the classroom teachers. In order to improve our Chapter I in this district, I feel that the Chapter I teachers should be on the same pay scale, including benefits, as the classroom teachers. This would eliminate a large turnover in staff because of the low pay. As it is now, there is little incentive for highly qualified teachers to stay in the program.

As I stated in the beginning, Chapter I is a very good program and quite often it makes the difference for a child between experiencing failure or success. Any reduction in the present funding level would mean a reduction in staff and fewer students being served. Educating this country's students should be a top priority with consideration for each student's potential and instructional needs.

Please, let's not take it away or reduce it.

Senator STAFFORD. Thank you very much, Pamela.

Kathryn Blair, can we have your statement now?

STATEMENT OF KATHRYN BLAIR, TEACHER, RED VILLAGE SCHOOL, LYNDONVILLE, VT

Ms. BLAIR. I've been a regular classroom teacher for 15 years. I taught Chapter I for 3½ years. I was a teacher-coordinator for 1 year, and I'm presently teaching in a one-room school house just outside of Lyndonville. I've been asked to give testimony on the coordination and the importance of it between the classroom teacher and Chapter I teacher.

In the years that I've been teaching, the focus of Chapter I has changed considerably. It's changed from looking at Chapter I, which would be a remedial program, to today's looking at it as a preventive program. And I think it's a big turn around and very, very important to the children.

Chapter I today, at least in our district, is going into the kindergarten. If we had an early ed program, I would hope that it would be involved at that level. I'm also a parent of a special ed child and my daughter was involved in the early ed program here. So it's important that the children be targeted as early as possible. That they are at risk, that they are not at the grade level that they should be functioning at, and that services, be it reading, be it special ed, or Chapter I, if it's involved early enough, the child doesn't see it's remedial. He looks at it as additional help. With my first and second grade, we target the children early in the year. We look at kindergarten teacher data; we look at what's been done there. The teacher I have for Chapter I is not the teacher that is involved in the kindergarten, so we have to look at records and talk to the kindergarten teacher and the Chapter I teacher that was involved.

She comes into my classroom, she observes for a couple of weeks, and then we sit down and we target the children we feel are at risk that do need Chapter I services. They might need it for some a variety of reasons which I have mentioned in my written testimony.

At that point, we sit down and write goals together for the child. And for every child they are different. For some children, they just need a reinforcement of what I'm doing in the classroom. They just need the positive, warm, small group environment that Chapter I can offer, perhaps, individual instruction or just a two or three group instruction. And we list the goals for the year.

And then every couple of weeks, we sit down together, discuss where the child is at, how the goals are working, whether they are in alignment with my classroom expectations of these children, how's the projection in the classroom and how is the projection in Chapter I, is everything going smoothly, if I have special problems, I mention them to her. She coordinates her instruction with mine. If I'm teaching homonyms in the classroom, then she's trying to reinforce that skill in her Chapter I.

I have in my testimony talked about three examples of kinds of children that Chapter I serves. One child is being served this year as a first grader. She's a very, very nervous child, afraid to answer in the large classroom environment. Chapter I has been really suc-

cessful with her to the point where she's right where she should be. She participates in the classroom, and we've talked about discontinuing her program at this point in the year. We decided not to do that. We decided if we did that now, we might have to pick her up later. We're keeping her in Chapter I until June. What we're doing is changing the focus of her program from a reinforcement of classroom skills on a daily basis, such as an alphabetical area to the comprehension area, to strengthen on-going first grade skills so that hopefully by June she'll graduate from Chapter I and not need it any longer.

Chapter I last year with a first grader was working. It was a reinforcement of first grade skills. He was learning, he was participating, but he really wasn't reading. So we changed the program in January. We added a component and special program that she did 3 days out of 5 days that she worked with the child. By June, that child was reading on grade level, just slightly below, but hardly noticeable. Because I have children for 2 years, when we tested him this year, he had retained 80 percent of what he learned through her program this year. And he is doing very well. He is still in Chapter I and probably will still need it, but it makes the difference of keeping him in the grade level.

For another child last year, a second grader who had very high intelligence, but his skills were very low, he resented going out to Chapter I. He saw this as an additional burden. He wasn't getting his classroom work done we thought. So she came into the classroom. She used the same materials that I used, only she had the time to sit down one-to-one with him and explain how to read directions, explain how to code certain words so that he could understand it himself. She did not serve as an aide; she served as a teaching tool on a one-to-one basis. But the same materials in a classroom situation, for that child, it was very effective.

I also taught in a district that, because of funding, went to paraprofessionals. I agree with Mary that there's a real danger in that. Our Lyndonville district hires certified teachers. Certified teachers have a better understanding of the spectrum of skills involved in that level. They have an understanding of the developmental processes of children. They have a real commitment to children, and they have the expertise of knowing methods and materials. So I really would hate to see funding cut or reduced and lose our certified teachers.

Chapter I makes a difference with every child, as Mary said, and I cannot help but second that. The children go out to the Chapter I program, and they come back to me and they are so excited to answer, and they cannot wait to compare what they have learned, and they feel successful, and it makes a difference. Please don't cut the funding.

Senator STAFFORD. Thank you very much, Kathryn.

[The prepared statement of Kathryn Blair follows:]

TESTIMONY TO THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT

COORDINATION OF CHAPTER I AND CLASSROOM PROGRAMS

Kathryn E. Blair, Classroom Teacher

I have been a regular classroom teacher for fifteen years. Earlier in my career, I taught in grades three and five. For three and a half years I was a Chapter I teacher, and for one year I served as the Teacher-Coordinator of the program. Presently, I am teaching first and second grades in a one-room school house just outside of Lyndonville, Vermont.

To be effective, Chapter I must be closely tied with the classroom program. The Chapter I and classroom teachers should work together to come up with goals for the child's Chapter I program. These goals should be closely linked with the classroom teacher's expectations for the student. There should be regular planning time to discuss the pace and direction of the services to the student.

Chapter I should become involved in the child's educational placement as soon as it has been targeted that in some way the child needs more individual aid than can be provided by the classroom teacher. A preventive, rather than a remedial approach works best. Chapter I should be involved as early as Kindergarten, or before, if preschool programs exist in the system.

Chapter I children are those children who are slightly below grade level. They are often children who have not had good modeling of reading at home; they are children afraid to take a risk answering (or discussing) in a regular classroom; they are children who learn at a slower pace, and take longer to think and digest information; they are children who are unable to process several step directions; they are children who need more structure and repetition; they need to be taught how to read to locate information.

Many times the Chapter I eligible child will sit back and let others who are faster and usually correct answer for him. Many times the student can slide by unnoticed in the regular classroom; he is not severely deficit, but as the years progress, the gap widens, and soon you have a student who has missed some important skills in reading and who can no longer just "get by." Confusion and discouragement set in. Reading is viewed as a chore instead of a joy and an informational tool. At this point, the student literally gives up!

After being involved in a Chapter I program, students are more willing to return to the regular classroom and volunteer information. They are more secure within themselves, and are more willing to risk answering within a large group situation. For some children, it provides the encouragement and opportunity to refine skills so that they become good enough readers not to need Chapter I another year. For other children, it may mean that they will need to remain in Chapter I, but they will have better reading skills, and more confidence in their reading ability than if they had not had Chapter I.

The aim is to have the student experience success, to see that reading and math are to be enjoyed and learned from, and that skills necessary for success in reading and math are acquired.

The Chapter I program gives the student a chance to develop skills that she/he can't get in a large classroom, and at the pace a regular classroom moves. The regular teacher is unable to give this child the needed time and reinforcement. If the two programs work together, the child is provided continuity, and remarkable results can occur.

Each week I discuss with the Chapter I teacher what particular skills I will be covering in my classroom. She uses her time to reinforce some of these skills using her own methods and materials. There are occasions when we share materials. There are also times when I have taught a skill in my classroom and I feel the Chapter I student needs more time spent on that skill. I refer this to the Chapter I teacher.

For example, if I am stressing alphabetical order, she, in her program, will also do an activity with alphabetical order to see if the child does indeed understand that particular skill.

I greatly appreciate having a Chapter I teacher who is certified (with the additional bonus of having taught in the regular classroom). She is aware of methods, materials, and has an understanding of the spectrum of skills involved in the grade level she is working with. When we discuss what is best for the child in these areas, she has a base of knowledge to work from. This is invaluable.

There are programs that Chapter I can offer that a regular classroom teacher does not have the time for--specific programs that can offer the child the same skills, but in a different way. For example: Bobby was a first grader who was lost in a whole class discussion or when the class was given directions. He did not know letters, the sounds they made, or how to write them. By January, after being involved in both programs, he was able to accomplish these skills, but he was not reading. Through discussion, the Chapter I teacher and I decided she should try a very structured, slow paced, repetitive, phonetic program. It worked!! In June, he was reading almost at grade level, and over the summer retained 80% of this knowledge. Chapter I had the time and expertise to offer this specialized program.

Example 2: Brenda came into first grade very scared and unsure of herself. Her Kindergarten teacher had recommended Chapter I because she did not seem to be getting the reading skills as quickly as it seemed she should. She was so unsure about giving the wrong answer, she hesitated to answer at all. Chapter I reassured her, gave her confidence in its small group and individual sessions, and at the same time reinformed the skills being taught concurrently in the classroom. Brenda gained in self-confidence, and built on her skills. She is now reading on grade level, but she is being kept in the program until the end of the year, and we are watching very carefully to see that she continues to acquire and refine the skills being taught. We are strengthening her comprehension areas so that she will become a strong enough reader to perhaps not need Chapter I another year.

For other children, a sharing of classroom materials is the approach to use. For example: Jack hated to go out for Chapter I. His reading skills were not compatible with his intelligence, and he did not have any patience in trying to overcome this. The Chapter I teacher came into the classroom and helped the student with his assignments. She instructed him how to read directions by color coding important words and having him read the directions to her. She taught him how to look for spelling patterns and to find little words inside larger words. We also found some high interest-low readability books that really motivated him. We shared in the teaching of this material and it proved to be effective for this student.

The Chapter I teacher may also work in the classroom in the middle and upper grades where the student is having difficulty in the areas of social studies and science because he is unable to read to locate information and because he does not read at the grade level of the text book. The Chapter I teacher has helped students by individually showing them how to read for information, how to summarize, and how to organize this material for a report. Visits to the library to find easier reading on the subject is beneficial to the student.

Chapter I students at this level appreciate the help Chapter I gives them. They re-enter the classroom eager to share what they have learned. I have seen the pride in their faces as they participate in the discussions and really understand what they are talking about. They are no longer overwhelmed, they have something to contribute. Chapter I also shows them how to study and review for unit tests.

When the programs work together, the pupils benefit from this coordination of instruction. It relieves the stigma of being singled out, given extra work, or having to make up what they missed in the classroom.

Teachers generally want Chapter I involved in their classroom programs. They want coordination between the programs so that the child is provided with continuity. They see the Chapter I program as a reinforcement and/or extension of their classroom programs. Student usually love going to Chapter I. They realize that it is a warm, encouraging atmosphere, and are aware of the help it provides. Other children in my classroom ask when it is going to be their day! In my building Chapter I shares in our special activities. For Thankskgiving they made and read a book about the first

Thanksgiving. For our Bear Week, they wrote and read stories to the class about bears as well as doing skill work with the theme. Chapter I is a special part of my classroom, and the activities done are shared with enthusiasm and pride with the whole class. Children coming out of the session in Chapter I are eager to show me what they have done and learned. They are proud and feel successful. As a result, they make progress, sometimes remarkable, and this carries over to the regular classroom program.

Some districts are happy and have effective programs with paraprofessionals--I have taught in such a district. Our programs were good, but only as long as we had talented, committed staff. Time and energy went into the training and supervision of them. Chapter I needs certified teachers. Chapter I personnel needs to be aware of the spectrum of skills covered in the grade level as well as a knowledge of the materials and methods each child would most learn from. An understanding of the developmental process of children is an absolute necessity. The danger with hiring noncertified people is that often they do not have the afore-mentioned skills. Many times the person is in need of a job but does not have a deep level of commitment to children or an understanding of them.

I have had parents request Chapter I services for their children because they were aware of the additional help it could provide. Other parents have acknowledged the fact of how Chapter I has provided the extra boost their child needed to stay within the grade level.

If funding of this program is discontinued or reduced, the people it will most affect are the children themselves. This will cause children to remain in the regular classroom getting by as best they can (usually not too well), or to increase group size in the Chapter I program. Neither of these choices is beneficial to the students involved. If your child had difficulty in reading or math wouldn't you want a program such as Chapter I available to help him?

Chapter I makes a difference with every child it touches.

Senator STAFFORD. Now, we'll hear from Susan James.

STATEMENT OF SUSAN JAMES, CHAPTER I COORDINATOR, WINDHAM SOUTHEAST SUPERVISORY UNION, SPECIAL SERVICE CENTER, BRATTLEBORO, VT

Ms. JAMES. Our Chapter I program in Windham Supervisory Union serves 300 children from grades K to eight in nine schools in five towns in Windham County. We have 16 certified Chapter I teachers.

Chapter I is a highly effective program and many studies support this. The question is not if, but why it is successful. I believe there are five reasons that Chapter I is so effective: First, the purpose of Chapter I is clear and specific, and it's recipients are a clearly defined population. Secondly, Chapter I insists on improvement of targeted academic skills. Third, local programs are closely supervised by experienced State personnel whose goals are to improve Chapter I services for Vermont students. Fourth, Chapter I teachers must communicate regularly with classroom teachers and parents. And last, fifth, because each school district must make a contribution, it keeps school administrators and boards aware and invested philosophically.

There are two ways that the Federal Government can help improve Chapter I: First, try to avoid dramatic funding fluctuations. This can be devastating for small districts. And we're not so small, but that was devastating for us. In terms of Vermont programs Windham School Southeast is large, but in terms of a city school district, it's small. This year we had a 10-percent cut where we had to take out $30,000 of the program. The 10-percent cut necessitated cutting a half-day program which was new, and reducing services to 150 days a year. That's 10 fewer days for each of the nine schools. It's very hard to keep teachers when you keep doing this.

The second way the Federal Government can help is to keep Federal regulations few and flexible so that each state can adapt them to the needs of their own students. Regulations must be appropriate for Boston or Brattleboro, Los Angeles or St. Albans.

Chapter I is especially crucial for Vermont where towns are small and people isolated. The very foundation of democracy is a strong local community governed by an educated citizenry. Most of our Chapter I students live as adults in the towns in which they go to school. Chapter I helps them succeed in school and graduate from high school giving them a better chance of becoming productive community citizens.

Parent participation in Chapter I is a vital part of the program. Last week I went to one of our Chapter I open houses in one of our schools in Brattleboro. The pride on the faces of the children as they showed their parents their Chapter I work was worth more than a thousand words. This close communication between Chapter I teachers and the parents reinforces the importance of education to children. They see that the school really is a part of the real world.

The students who make the most effort and progress usually have parents and Chapter I teachers who usually communicate often and together encourage the student. The parents must be-

lieve they understand the Chapter I program and have the opportunity to influence it. The Federal Government should continue to require this.

I'd like to end with comments from three parents we got from our Chapter questionnaire that we sent out last year. One parent wrote: "Stacy entered into Chapter I math with an 'I can't do it and I don't care' attitude, and has since adopted a 'hey, I finally get it' attitude. She's now asking me to make up math problems for her to solve. I'm very impressed with my daughter's change and I'm very grateful that Chapter I was there for her. Thank you."

From two parents: "Her interest in helping the kids makes them want to do better." "She cared about Danny as a person."

Thank you.

Senator STAFFORD. Thank you very much, Susan.

I do have a few questions and, Mary I'm going to start with you.

In spite of recruitment difficulties, your district was able to do a fine job raising achievement scores for participating students. What kind of training did you provide your Chapter I teachers, or is there some other explanation for their success, or is it both training and something else?

Ms. RIGGIE. I'm sure the entire explanation is with the teachers. We're fortunate in several respects. One, we have a core of teachers who have been with the program a number of years and are skilled as teachers, and would be in any teaching situation. We do run a strong staff involvement component. The teachers will meet—they have met for four of six sessions this year around various topics which they identified as needs through a needs assessment process. And I would have to give credit to my predecessor in my position for having organized a fine program.

Senator STAFFORD. What is the working relationship in your district between Chapter I programs and special education programs?

Ms. RIGGIE. The Chapter I staff members participate in the early informal meetings about individual children, and they also participate in basic staffing team changes when decisions are made for children. They are very much a part of the teams that are making changes for these children. Also, the children are shared between Chapter I personnel and the other personnel.

Senator STAFFORD. Pamela Simpson, there was considerable talk mentioned by the committee staff at the meetings about the difference between the school in-class or pull-out programs. What has your experience been with these two program models?

Ms. SIMPSON. The one I'm most familiar with is the pull-out program, but I think the Chapter I teachers need to be flexible and work that out with the classroom teacher. For some students, it's helpful to go into the classroom; for others it's better to pull them out and work with them individually.

Senator STAFFORD.. What is the average length of time your students are enrolled in Chapter I?

Ms. BLAIR. Twenty minutes to a half an hour every day.

Senator STAFFORD. How much time each week do your students spend with the Chapter I teacher?

Ms. BLAIR. Well, it's 20 minutes per day, 5 days a week.

Senator STAFFORD. Even I ought to be able to compute that. Susan James, what are the most important qualifications you look for in hiring Chapter I staff for your district?

Ms. JAMES. Well, we have the basic ingredient—classroom certification. So above and beyond that, I'm looking for someone with teaching experience, and I'm looking for someone who is dedicated to teaching children content, not content to children. And the third ingredient that's really crucial is to find someone who is a learner.

Senator STAFFORD. You mentioned in your testimony the importance of parental involvement. What kind of activity would a typical Chapter I parent in Windham County participate in?

Ms. JAMES. We, like St. Johnsbury, have a parent advisory council, and we've had one for some time. And we meet once a month. The nice thing about being on the parent advisory council is that you don't have to raise any money for us, and right away you have a lot more interest. But the parents are involved in bringing in speakers, running a book swap which we do every year, working with the Chapter I teachers, and having open houses in every one of the schools.

Last year, we did a program around television in two of the schools. This year, we're going to do some work with parents of youngsters coming into kindergarten to set up an informational night on school readiness. The Parent Advisory Council is led by both parent and staff interest. It's a nice working relationship.

I might add one reason I feel parent involvement is so crucial in Chapter I. So many of our parents have many, many needs. The economic problems, particularly in Vermont, for young families is very overwhelming and the schools are in a position to experience a lot of their frustration from the lack of day-care to low wages. Schools should take any opportunity we can to get parents to feel that they have some influence, some control, and it will only benefit their children.

Senator STAFFORD. Well, thank you very much indeed. Thank you all. For Senator Pell and myself and the other members of the committee who are grateful to you for the time and trouble you've gone through to just today to give us the benefit of your thinking when we start reauthorizing elementary/secondary education. We're very, very grateful. Thank you.

The next panel will be Nancy Wright of Kurn Hattin Homes, Westminster, VT, and Richard Schattman, Special Education Coordinator, Franklin Northwest Supervisory Union, Swanton, VT. Let's go in the order that we read the names, and that means Nancy Wright.

STATEMENT OF NANCY J. WRIGHT, KURN HATTIN HOMES, WESTMINSTER, VT

Ms. WRIGHT. I feel it's a privilege and an honor to have been asked to give testimony to this committee today. I speak from nearly twenty years of experience in Title I/Chapter I programs as an instructional assistant. There is not enough time for me to sing the praises of this Government program for the educationally deprived children nor to tell you of the doors that it opens for them.

For those of you who are unfamiliar with New England Kurn Hattin Homes, I would just like to tell you briefly about how we function. Kurn Hattin is a residential facility for children. Its purpose is to fill the needs of youngsters whose own home cannot do this at a particular time in the child's young life. In addition to a home, we provide schooling for grades 1 through 8 for all children at Kurn Hattin. Our students come from broken homes. Often their whole life has been disrupted by divorce or death. Children come to us who have been neglected or abused both physically and sexually. It's understandable that they bring with them poor school attendance records. Many of them have repeated one grade and sometimes two by the time they arrive. They range from average to below on IQ test scores. These are children with large problems at a tender age.

Today I'd like to point out how the present system of allocating funds works to the disadvantage of children at Kurn Hattin. First of all, schools of Kurn Hattin's nature do not achieve their full average enrollment until well into the school year. Many factors contribute to this circumstance. For one thing, sending schools do not make the decision to keep this type of pupil until school has been in progress several months and their problems become intolerable in the classroom.

A second reason is that the parents don't deal with the children's problems until an outside agency intervenes and issues an ultimatum. The bureaucracy and paperwork involved take up valuable time. We also get emergency placements due to the death or divorce of the parents, terminal illness of a parent, or the fact that a single parent must go to work. Abused children are admitted on an emergency basis too.

The school has a policy of holding open a slot for each student enrolled at the close of the school year in June. Parents fail to notify the school of changes that result in a child's not returning when the school opens. The school has unexpected openings in the fall, this requires admission interviews and paperwork to bring enrollment back to capacity. We also have a six-week trial period for each new admission to assure that the placement is appropriate for the child.

At the present time, the child count for funding is done in October and those students have to have been in residence for thirty days. That is when our enrollment is in a state of flux and often low. The following year, our appropriation will be based on this number of students. For example, our child count this October of 1986 may number 75 students. Kurn Hattin knows that from past experience that we will actually have an enrollment by January of 1987 and for the remainder of the year of 90-plus students. Money is only appropriated for 75 students which results in fewer children served or a staff-student ratio too high to be of maximum benefit. Either way this is detrimental to the student population at Kurn Hattin. The very nature of our students make them 100 percent eligible for Chapter I services.

Of the 73 students given a standardized achievement test this last September in grades 3 through 8, 49 percent of them scored at or below the 40th percentile in both reading and math. These same children will appear high on a priority list as assessed by classroom

teachers. The figures are typical in any given year. This does not take into consideration the students who have tested above the 40th percentile who are also being recommended to the program by the classroom teacher because they cannot function in a classroom situation, or the students who enter our system after the October count.

All of our students have to deal with a new living situation and the emotional problems which prompted their coming to us. They frequently lack self-discipline, have poor study and organizational skills, and are deficient in life experiences. This brings us to the crux of the problem. Too many children and not enough funding to provide for their needs.

I propose that the count to determine allocation of funds be taken in both October and again in February. If these two counts were averaged, we would be funded at an amount far closer to the actual need than the single count done in October presently allows us. This figure will always be low at Kurn Hattin in October because of factors inherent in a residential facility. It can only be rectified by a change in the time at which the census is taken.

Senator STAFFORD. Thank you very much, Nancy.

Now, Mr. Schattman, we'll be very happy to hear from you.

STATEMENT OF RICHARD A. SCHATTMAN, SPECIAL EDUCATION COORDINATOR, FRANKLIN NORTHWEST SUPERVISOR UNION, SWANTON, VT.

Mr. SCHATTMAN. Thank you for inviting me to address you and your committee today. Briefly, let me just tell you that I'm the Special Education Director for the Franklin Northwest District which is in the northwest corner of the State, serving five school districts, including Swanton, Franklin, Sheldon, Highgate, and Missisquoi Valley—all major metropolises. While the district appears to be very rural, the population is actually quite high, and it's about the fifth largest supervisory union in the State and unique in many ways.

What I want to talk to you about today is specifically 89-313, transfer dollars, and how we're using it. I'll also add that I'm not the Chapter Coordinator. That's overseen by the superintendent. However, 89-313 is my area.

The 89-313 transfer dollars that our district receives have enabled us to provide a coordination between special education, compensatory education, and regular education. This coordination, in combination with a very strong philosophical statement on the part of our school district that all children have the right and opportunity to be educated in their home schools, has enabled something fairly remarkable to occur. Five or six years of planning, training and integrating of resources and what we've accomplished is a service delivery model where no handicapped child is separated from his or her peers. So if you're from Swanton and you're you're in Swanton in that grade. You're not placed in special education classes in that school, but instead placed in regulation education classes. This standard holds true for every child regardless of their handicap. We have children functioning at or below a 6-month level in kindergarten through six, or a fourth grader functioning at

a 2-year level, and have found that this very comprehensive training approach and team approach has enabled us to get away from the more traditional program models.

What transfer dollars we do receive account for about 20 percent of the budget that is allocated for integrated services to the severely handicapped in our district. Those monies are used in a variety of ways: in-service, parent programs, in-service to parents, in-service for special educators and Chapter teachers. We use those dollars for funding preservice opportunities for our teachers and aides where they're able to participate in degree programs through the University of Vermont. We use those funds—for funding staff. In this model, we're able to utilize 89-313 money for the professional and paraprofessional personnel, and materials. Unlike other programs in our district, the 89-313 money's are 100 percent for instructional items.

The results of this approach as mentioned are that every child is integrated. No children are bused, no children separated from the kids in their community. We have found that students are receiving a much higher degree of individualized instruction. We're seeing more progress and a minimum of 50- to 100-percent increases in rates of learning of these students.

Since all programs are individualized, we have to provide ongoing attention to every aspect of the day. In programs that students participated in in the past, that may or may not have been the case. We have also seen an impact in terms of parent involvement. Parents felt that having their children in their own school has been of tremendous benefit, both in terms of how they react with the children after school, and there participation with neighborhood peers.

The classroom teachers have been a key component to this model, and the training that 89-313 has been able to support has made a tremendous difference. Regular teachers have been very enthusiastic. Nobody wants to deal with kids if they are not trained for it. 89-313 has helped us to deal with that. Now, we can honestly say that our community is taking care of all of its children's educational needs. There continues to be room for improvement, but we're well on our way.

Two recommendations with regard to 89-313 that I would like to make. One is with an emphasis on "transfer" to link the allocation of 89-313 transfer dollars to what we're calling best practices, those are identified in the literature as items related to home school, placement, age, appropriate placement, other items of that sort. In my notes to you, those are referenced.

I think that it's very important that we're using 89-313 transfer dollars to facilitate integrated programs. We need to look at the quality of that integration.

I would also recommend that the subcommittee consider the manner in which there can be a disincentive for integration. The way this works is that a district, such as ours that is making a long-term commitment to mainstreaming all students, will not have access to 89-313 dollars eventually. If you have to participate in a residential placement in order to access these dollars 89-313 will be a disincentive. So those districts that made a mindful com-

mitment are no longer going to have access to these dollars. I think it's very important that this insensitivity be addressed.

In closing, I'd just like to thank you again for the opportunity to speak on this subject, and to commend you on your long-term support to special education and to compensatory education in Vermont. Thank you.

Senator STAFFORD. Thank you very much, Mr. Schattman.

[The prepared statement of Mr. Schattman follows:]

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Testimony to be presented at
The Senate Sub-committee on Education,
Arts and the Humanities

February 10, 1987
St. Johnsbury, Vermont

Thank-you for inviting me to address this hearing. As the Director of Special Education for the Franklin NW Supervisory Union, I oversee the implementation of special education services in five school districts. The districts of the Franklin NW Supervisory Union are strong in their belief and conviction that all children, be they handicapped or not, have the right to an appropriate education in their home school with non-handicapped children. This means, for example, that if you are a child from Highgate, Swanton, Franklin or Sheldon and are fourth grade age, you are educated in your local fourth grade. This holds true for those who are severely and profoundly handicapped as well.

Over the past 6 years we have developed a service delivery system capable of meeting the needs of all handicapped learners in full time regular class settings. Cooperation of regular education, special education, and

Chapter services have been significant factors in the accomplishment of this integration effort. In addition, the cooperation of these different educational components has has been beneficial to non-handicapped children. This is seen in the sharing of resources (staff and materials) and the opportunity for non-handicapped children to interact with handicapped children on a daily basis.

P.L. 89-313 represents a Federal program which has been critically important in the implementation of integrated services. Without the technical assistance and financial support available through P.L. 89-313 and 89-313 Transfer it is unlikely that integration would be occurring in the Franklin NW Supervisory Union. Let me be more specific.

Vermont is a leader in the area of integration and the implementation of the Least Restrictive Environment concept (P.L.94-142). It is this Director's opinion that Vermont is a leader in the provision of services in the least restrictive environment in great part due to the cooperation and mutual support among Compensatory, Special and Regular Education.

Madeline Will, of the U.S. Department of Education, realizes the limitations of separate educational systems in addressing the needs of all children. Will feels that many of the problems confronting our schools today come from the the manner in which we organize our schools. The poor

organization is evident in the development of a separate special education system to meet the needs of the learning impaired students. In the past there has been a lack of a coherent strategy for bridging regular and special education systems. In the Franklin NW Supervisory Union 89-313 Transfer programs have been a critical element to move from segregated services to integrated ones. 89-313 has facilitated this movement in our district by its provision for technical assistance, encouragement of collaborative planning between compensatory and special education and financial incentives for supplementary funds.

There are a few brief comments I would like to make with regard to recommendations for the use of P.L. 89-313 funds for the support of all learners. It is my understanding that 89-313 Transfer is specifically targeted toward de-institutionalization applications for children with severe handicaps. These applications include placements from an institution to a segregated special education class as well as from a segregated special education class to a regular education class. The technology now exists to evaluate the degree to which a program conforms with current standards of best practice (University of Vermont Center for Developmental Disabilities, 1985). I would recommend that 89-313 Transfer guidelines be more aggressive in the types of de-institutionalized settings they support. The use of the

best practice indicators is one way to look at the quality of the educational experience 89-313 is supplementing. I would see this monitoring process as a State Level concern consistent with an approved Federal Plan for the use of 89-313 dollars.

Another recommendation I would ask you to consider relates to the application of 89-313 and 89-313 Transfer funds for the severely handicapped learner, who because of his/her schools integrated service model has never been segregated from the mainstream. In this case the learner may not be eligible for the supplemental funding of 89-313 or 89-313 Transfer because he or she was never institutionalized. Provisions for this case in 89-313 would serve to address a disincentive to long term mainstreaming currently inherent in P.L. 89-313.

Continued support of 89-313 with an emphasis on the Transfer component by this Senate Sub-committee is critical for the implementation of services to all children in normalized educational settings. The need of the handicapped learner in the integrated school system becomes one and the same with the needs of all children. It is exciting to see our schools and communities joining resources for the improvement of all. Your continued efforts in this area are greatly appreciated.

Respectfully Submitted

Richard Schattman
Director of Special Education
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Senator STAFFORD. To Nancy Wright, let me ask you, do you find it difficult to keep good teachers?

Ms. WRIGHT. No, I don't believe so.

Senator STAFFORD. Have you ever been able to follow your students after they leave Kurn Hattin if in some cases they return to the public school or go to public schools?

Ms. WRIGHT. I personally have not been able. The Kurn Hattin project itself has a staff person who does follow children after they leave Kurn Hattin. We've taken children from all over New England and, unless a child stays in a local school district, I don't have much opportunity to follow through on his progress.

Senator STAFFORD. You're with Kurn Hattin in Westminster?

Ms. WRIGHT. Yes.

Senator STAFFORD. I'm well familiar with that. Mrs. Stafford is from Bellows Falls.

Mr. Schattman, as you mentioned in your testimony, Vermont's a leader in providing mainstreaming services for handicapped students. What special factors about the Vermont school systems have made this possible in your view?

Mr. SCHATTMAN. I would say that primarily, it's been—relates to something Madeline Will spoke about, and that is the melting of these different systems that we've built in the special education system, compensatory education system, and regular education system. And I think to a greater degree found in many places, I think there's a coordination and collaboration between those.

I can remember 5, 6 years ago where if I was to sit here and tell you what I told you today, Doug Walker would have pulled out a revolver. Special education was not supposed to commingle and do what they are doing. Today, that's different. There's a leadership today to do that.

The other aspect is being a relationship with higher education. We have coordinated many of our programs with the University of Vermont and they have offered us tremendous amounts of technical assistance, outreach. So our district may be unique in the degree to which we've implemented integrated services, but I don't think we're unique, in that this is a current throughout the State in different degrees. Everywhere I know that it is happening, it's happening where compensatory education, special ed and the University are working together.

Senator STAFFORD. Well, we're very grateful to you both for helping us in our beginning of the reauthorization of elementary and secondary education. For Senator Pell and myself and all the other members of the committee, we express our appreciation to you.

The last panel this morning, Panel IV, will consist of Mary Sherrer, who is the Chairperson, Governor's Block Grant Advisory Committee, and teacher at Richford Elementary School in Richford, VT; Gay Regan, who is a member of the Advisory Committee and Local School Board in Hinesburg, VT—that last name is the one I'm familiar with in Washington; Doug Walker, who is Director of the Division of Basic Education, Vermont State Department of Education, Montpelier. Once again, if it's agreeable to you, we'll start with Mary Sherrer and go down the line.

STATEMENT OF MARY SHERRER, CHAIRPERSON, GOVERNOR'S BLOCK GRANT ADVISORY COMMITTEE, TEACHER, RICHFORD ELEMENTARY SCHOOL, RICHFORD, VT

Ms. SHERRER. Senator Stafford, before I begin, I'd just like to tell you about how excited I am to be an educator in Vermont. I think there is a dedication here that is unsurpassed anywhere else. I thank you for allowing me the opportunity to testify on behalf of Chapter II because I think that Chapter II has played a vital part in the educational communities in Vermont. Chapter II allows all districts to qualify and receive funds. In agreement with Governor Kunin's Foundation Plan, districts also receive monies according to the needs of the communities, number of students, and the tax effort. Not only do all districts receive money, but each district is able to tailor that money to the needs of that particular district. Thus, we find much flexibility. That flexibility was mentioned earlier in other Chapter II testimonies and that is one of the major strengths of Chapter II in my estimation.

Over the past 3 years, I've been made very aware of that strength, both as a classroom teacher and as an Advisory Committee member and Chairperson. As an Advisory Committee member, I have made many on-site evaluations in the State and have been really excited about the many grants that I've heard about and seen. Some of those really struck home: In Hazen Union School in Hardwick, I was excited to see a music synthesizer, which I had never seen in my entire life. I happened to have a Richford student with me and he wanted to transfer that very day. We also heard about a project that involved a greenhouse. Because the home economic students were involved as well as the science students, it was very exciting. We were told about a course that was unique in that boys and girls could attend a college in the evening to decide whether or not they wanted to pursue college life. That is just a small sample of the wonderful things we found around the State.

Some districts have used Chapter II money to research programs. They have researched student courses, implemented them, and evaluated them, and they have taken over many such programs with local money depending on the success. And that's where I come in as a classroom teacher because I reap the benefits of that staff development. In many of the districts around the State, the outcome-based instruction models are in use and teachers are invited to visit Johnson City, NY, to observe teachers involved in the mastery learning approach. In addition, time is given to them upon return, to build their own units and to study the newly learned instructional process. That outcomes-based instruction is being used in my own classroom, and I've seen in my own room and in many rooms around the State an incredible difference in the quality of instruction and in the acquisition of skills by boys and girls.

Once again, I think Chapter II has come through in the form or professional development. Without Chapter II's flexibility anq minimal paperwork, I fear that Vermont children might not be enjoying that enhanced instruction. The whole idea of minimizing paperwork, again, is the great strength of Chapter II. Too many programs cost children valuable instruction because of the time-consuming and costly paperwork. And I speak from personal experi-

ence on that because I spent one year of my life doing a consulting teacher job—and I'm sure your daughter, Senator Stafford, has spoken to the paperwork that's involved in special education—and in great frustration, I spent so much time on paperwork that I really felt that the children were losing out on the expertise that I might have been able to give them. I worry about that in many programs. That's not true of Chapter II.

In 90 percent of the districts receiving Chapter II money, the majority of that money is going directly to students. Computers are found in most classrooms in Vermont and in many schools many of them are a direct result of Chapter II. It's exciting for me in my own classroom when I look down and see a little first grader using a computer with ease when, in fact, I'm intimidated by computers myself, and I think a lot of adults are. Children learn to use computers easily and we have to thank Chapter II for that opportunity.

I truly believe, and I fear after your opening remarks that you're not going to agree with me, that we need to preserve Chapter II in its present form Parents are being made aware each year of the value and accessibility of that funding. Now, it's taken much effort on the part of the Advisory Committee people and the media and the Vermont Department of Education to make people aware of Chapter II, and in my opinion, it's not very good timing to make changes right now. I think we need to keep it the same.

I would hope that Washington would give us direction as to what is needed specifically in the evaluation of Chapter II. We have been wallowing with that as an Advisory Committee and I know the people of the department have too. It would help us if we could have direction from Washington. I would hope that somehow the paperwork issue would be given consideration.

I want to thank you for allowing me an opportunity to share my convictions about Chapter II and my reasons to maintain it in its present form.

Senator STAFFORD. Thank you very much, Mary. I'm glad to hear from you.

[The prepared statement of Mary Sherrer follows:]

STATEMENT OF MARY SHERRER

Chapter 2 has played a vital part in the educational community here in Vermont. The lack of competition involved in the issuing of the monies has meant that all districts qualify for and receive funds. In agreement with Governor Kunin's Foundation Plan, each district's portion of Chapter 2 is determined by the number of pupils, the tax effort, and the needs of the community. Not only do districts all receive money, but each district is allowed to tailor the spending to its particular needs, thus allowing much flexibility in usage of those funds.

That flexibility is one of the major strengths of Chapter 2. Over the past three years I have been made very much aware of those strengths in my own teaching life, as well as in the capacity of Advisory Committee member and chairperson. I have visited districts during on-site evaluations and have seen and heard about countless outstanding mini-grant projects, one of which excited me incredibly -- a music synthesizer at Hazen Union High School in Hardwick. In some districts, program research has been carried out with Chapter 2 monies. Districts have researched student courses, implemented them, evaluated them, and often continued them with local funding as a result of their success.

An example of such research is found in the whole outcomes-based instruction movement that has come to Vermont. That was begun partially with Chapter 2 seed money. Teachers were given the opportunity to observe mastery learning teachers and students in Johnson City, New York. In addition, time was provided for teachers to build units and prepare for use of the

newly learned effective instructional process. I have seen, not only in my own classroom, but in many around the state, an incredible difference in the quality of instruction and in the skills of the children as a result of that entire research effort. Once again, Chapter 2 came through for the educational community in the form of professional development. Without Chapter 2's flexibility and minimal paperwork, I fear that Vermont's children might not be enjoying that enhanced instruction.

The whole idea of minimizing paperwork is certainly another strength of Chapter 2 in its present form. Too many programs cost children valuable instruction because of the time-consuming and costly paperwork involved. It is reassuring to know that in 90% of the districts receiving Chapter 2 funds, the majority of the money is going directly to children.

Computers are found in most classrooms and schools today. Many of them are a direct result of Chapter 2 monies. How exciting it is to see young children comfortable with instruments that frighten many adults -- thanks again to Chapter 2!

I truly believe that we need to preserve Chapter 2 in its present form as more educators, local advisory groups, parents and students are being made aware each year of the value and accessibility of that funding. It has taken much effort on the part of Advisory Committee members, the media, and the Vermont Department of Education to make people aware of Chapter 2. That has finally happened to a great extent, and it would be poor timing, in my opinion, for Chapter 2 to change in any way.

Thank you for allowing me an opportunity to share with you my convictions about Chapter 2, and my reasons for wanting to maintain it in its present form.

Mary K. Sherrer, Chairperson
Education Block Grant Advisory Committee
Richford Elementary School
Richford, Vermont 05476

February 1987

Senator STAFFORD. Now, Gay Regan.

STATEMENT OF GAY REGAN, MEMBER OF ADVISORY COMMITTEE AND LOCAL SCHOOL BOARD, HINESBURG, VT

Ms. REGAN. Senator Stafford, as a Vermont citizen, I want to thank you for your dedication to education. It's wonderful. Before I start my prepared text, I would like to address that word, "at risk." I think that Vermonters have recognized the importance of addressing the needs of "at risk" populations providing money for drug abuse, for mainstreaming, for Chapter 1, but I think we have more at risk than that. I think we have student leaders at risk if we cannot have innovation and creativity within our schools. I think as educators, we're cumbersome; we're slow; we move at a snail's pace. And we look at what is happening in technology, and we look at what is happening with information, and it's barreling at speeds that we can't recognize toward the year 2,000. We're at risk if we cannot allow creativity and innovation within our schools. And that's what Chapter II has allowed better than anything else we've seen.

Say Chapter II to an experienced administrator or teacher and you will see a big smile. You will hear the words, "It's great." Ask them if they want to change Chapter II and they say, "No, keep it the way it is."

Mandates are heavy responsibilities for our schools. Basic competencies, drug and alcohol awareness, and mainstreaming demand quantities of paperwork and time. Chapter II is the only Federal money that I know that stimulates imagination because it's free of tightly mandated controls and endless paperwork.

I'm coming today to speak to you as a board member who has been a board member for 10 years, and as the chairman of the Chittenden South School District for the last 3 years. I also would like to speak to you as a parent who has been a recipient for three years of enrichment mini-grant funds in th Hinesburg Elementary School.

Thirty thousand dollars of Chapter II monies has had a dramatic impact on the Chittenden South schools which has a collective budget of $14,000,000. How can so small an amount make such a big difference? It's because Vermont schools have tight budgets that do not allow for innovation whether it's in a property poor town like Hinesburg or in a floor town that receives negligible state aid like Charlotte.

Budgets in both of these towns this year are increasing over 15 percent. They are increasing to meet salary demands that are being negotiated by teachers and to fulfill mandated programs like home ec. and industrial arts. They will have to have building projects because the numbers of our young elementary children are growing and we do not have the building space for these mandated projects. Taxpayers are angry in both of these towns. In Charlotte this year, the taxpayers have petitioned to have the budget voted by Australian ballot. In Hinesburg, we went through a devastating strike in 1985 because taxpayers perceived that they could not afford the salaries which teachers were demanding. The result of

these economic pressures is that enrichment or innovation are impossible to fund from annual budgets.

Chittenden South Supervisory District has used their Chapter II money for seed money for experimenting with future educational delivery systems and for sparking creativity in individual teachers and parents who compete for enrichment mini-grants that bring community resources to our schools. This seed money has bought equipment like computers, lasers, and videos. It's provided in-service training especially in the area of research and education and future technology.

This year, the majority of the money went to two kinds of mini-grants: $10,000 to classrooms of the future, and $10,000 to enrichment. The range of the individual grants was from $50 to $1,000. The grants are awarded by a district advisory committee, made up of teachers, a board member, and a parent. The competition for these mini-grants is keen. A third of the applicants received mini-grants. A rich variety of activities in the enrichment area ensued: music, reading, and writing, field trips for social studies and science. All kinds of students were involved: potential droputs, English as a second language students, heterogeneous classes, and selected groups of gifted and motivated children. This little bit of money reached numbers of students and provided a different learning experience that promoted imagination and creativity. Some of the projects continue on through local funding. Others are replaced by new ideas and new technology.

Chapter II reflects true grassroots participation. The funds help schools and communities to work together. To illustrate that, I would like to relate my own experience as a Hinesburg Elementary parent and as a grant recipient for three years. In the fall of 1982, I was approached by another parent because there was no enrichment going on in our school, not even assemblies, due to a lack of funding, time, and leadership. The first meeting consisted of myself and another parent and the superintendent, and we started brainstorming and ideas evolved. We, together with the school principal, submitted a grant and we were awarded $800. From this, something called Hinesburg Collective emerged for three years, and we got increased funding.

Not only ideas grew out of this seed money, but also more money. This money stimulated other parents and teachers to volunteer time to these projects. The PTO and individual parents were willing to raise a few extra dollars. Partial parent contributions based on ability to pay made a trip to the Cap for study of sea life possible. Suddenly we had assemblies whose costs were shared by different funding sources, including Vermont Council on the Arts Funds. By the end of the year, Chapter II seed money had built an enrichment program for Hinesburg which dramatically increased community involvement with the school.

The present form for distribution allows for maximum flexibility, creativity, and grassroots participation. Chapter II funds are really great! Please allow them to continue because we need to support our Vermont schools as they explore future needs and they seek better techniques and delivery.

I prepared this testimony and then received your letter, and in it you asked for suggestions. I am a brand new member of the Adviso-

ry Council, but I have been very impressed by the commitment of that group. Having read all of the Chapter II material that came in this fall to write up our State evaluative report, I realized that throughout this State there is tremendous variety in the way these funds are used. Some schools are not very creative and other schools are doing wonderful things. It impressed me that, first, we have effective State Department people and they should continue to be funded. Secondly, the committee is in a unique position to disseminate information all over the State and to evaluate weaker programs. One suggestion would be to discuss strengthening the role of the Advisory Committee and the State Department so that they were in a position to more strongly encourage Vermont schools to use Chapter I funds for seed money to explore ways to meet student needs in the future. Thank you.

Senator STAFFORD. Thank you very much.

Mr. Walker, I guess we have reached you.

STATEMENT OF DOUG WALKER, DIRECTOR OF THE DIVISION OF BASIC EDUCATION, VERMONT STATE DEPARTMENT OF EDUCATION, MONTPELIER, VT

Mr. WALKER. With a last name that begins with W, I'm used to being last in line. The only time I can recall that not being was when I was in the third grade, they started the inoculations with the end of the alphabet.

We do appreciate your willingness and desire to come into Vermont in the middle of February to hear the comments and thoughts of Vermont educators and citizens as they talk and give you some thoughts about these very two important programs.

I am the Director of the Division of the Department of Education which administers the funds in Vermont schools. I might add that I'm extremely pleased to sit on the panel with two members of the Advisory Panel. I think you are already getting a sense that they serve in much more than an advisory capacity, and maybe that is partly due to the uniqueness of a State like Vermont. But we're proud of the active involvement of this group of people with the wide diverse background of experiences which they bring to the task.

A significant part of the evaluation of Chapter II programs involves members of our State Advisory Panel. We feel they are not only a great pool of talent but it gives them a very vivid, current and accurate picture of just what is happening in Vermont schools with Chapter II funds, and that allowing them to play a role far beyond advisory and in terms of policy setting is helping to steer us.

We have found that the Chapter II funds play a valuable role in Vermont students, which I think you've already heard here today. Although it has taken a few years to adjust to the programs and learn that the component programs which Chapter II replaced are gone, significant patterns are beginning to emerge in Vermont schools. Teachers are becoming much more aware of and more involved in the planning of local II projects. Program activities are focusing on individual classrooms and teachers rather than the heavy initial allocations to purchase computers and other equip-

ment needed by schools. And we know that's a very important part of the evolution of the Chapter II in Vermont, and we see new trends emerging.

A growing trend was the mini-model for small grants to support projects in their classrooms or special events in their school. The notion of teacher-designed projects has been proven to be a sound investment of limited dollars. We have begun a statewide awareness among teachers and encourage even more of them to become involved in the planning and implementation in their school.

Another significant trend in Vermont has been a slow but at the time steady increase in the amount of Chapter II income spent on staff development. Not only have we seen an increase in the dollars committed to in-service activities, but we have also seen a growth in the level of the sophistication of the staff model employed. With curriculum and technology changes occurring as rapidly as they are, our teachers need continued opportunities for growth and development of new skills and teaching techniques. Chapter II funds are a key in supporting the staff development in Vermont schools.

As you've also heard today, in a period when local schools have been stretched to provide a quality education for all students, Chapter II funds have allowed certain key initiatives to be maintained in a period of student financial declines. Budgets are being cut. The fact that these programs are supported by Chapter II funds have allowed many of them to continue. And it should be noted that local decision-makers are frequently tempted to shift Chapter II funds to support or replace lost local funds, but we have been quite successful in supporting the local programs with the necessary information and assistance to keep Chapter II funds focused on their intended purpose.

What will it take to maintain the best parts and even to enhance it a little bit? First, you heard and you'll hear it again today, the program regulations and requirements must be kept simple. That was the intent of Chapter II, and I think that the goal has been partly realized. In our opinion, Vermont has not complicated the involvement in comparison with our State procedures. We feel that we have kept it as simple as it was intended. We must admit that it was acceptable initially when the education block grant was introduced in Vermont that that would be a problem after the decline of funds and that there would not be continued support. Avoid further categorization of the funds and the way they must be spent. Nationally, Chapter II must be a tool for shifting dollars to another emerging priority, but the present structure allows local schools to focus their projects to meet real, local needs. Finally, we would ask you to keep aware of the needs of small states like Vermont and continue to uphold our unique circumstances in the reauthorization discussions. You know how easily the complexion will change if knowingly we adjust program guidelines in response to a perceived national need.

I urge you to consider the testimony you hear in Vermont at the next meeting in Waterbury. The present Chapter II program is meeting many of our needs, and we are counting on your continued support as we try to be even more effective and efficient in our use of this valuable resource.

Senator STAFFORD. Thank you very much, Mr. Walker.

I am not going to ask you questions at this point, but if any occur to me or the staff after we have reflected on what I've heard here this morning, we might submit some questions to you in writing, if that's agreeable, and I'd make that observation for the other panelists who were there as well. Your Senator is not a quick study. I will want to reflect somewhat on what I've heard this morning before I come up with any profound conclusions about elementary and secondary education. So I hope nobody will ask me right away, what are you going to do with reauthorizing as a result of what you've heard this morning. There will be a lot more hearings, but the first and strongest impression I'll get will be from this hearing here in St. Johnsbury, and the one which we'll have later this week over in Waterbury.

It did occur to me that one way small states have been able to cope with things in our great nation has been establishing a minimum percentage of funds that go to states. For example, Vermont gets one-half of one percent of all of the funds available for highway construction as long as any state is building the interstate system. And with respect to Chapter II, we have a minimum allocation for small states also which helps there.

I think one thing I might consider now doing is joining with other states that are small, and see if we can't establish a minimum for Chapter I as well so that we're protected against fluctuations of money and fluctuations of relative size as far as population is concerned.

I do come away with one strong impression and that is that almost everyone has mentioned that the Federal Government generates too much paperwork. I'll make the commitment to try to reduce it, but we have not had much luck over the twenty-six years I've been in Washington.

But, again, for Senator Pell and myself and the committee, I want to express my gratitude for this panel and everyone who has been here today to help us move on to reauthorizing elementary and secondary education. And with that, unless the staff have something else, we'll say that this meeting of the committee is adjourned.

[Whereupon, at 12:05 p.m., the subcommittee adjourned to reconvene at the call of the Chair.]

REAUTHORIZATION OF THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT

JOINT HEARING

FEBRUARY 13, 1987

U.S. SENATE,
SUBCOMMITTEES ON EDUCATION, ARTS AND HUMANITIES,
OF THE COMMITTEE ON LABOR AND HUMAN RESOURCES
AND
HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY,
SECONDARY AND VOCATIONAL EDUCATION,
OF THE COMMITTEE ON EDUCATION AND LABOR,
Waterbury, VT.

The committees met, pursuant to notice, at 9:53 a.m., at Waterbury Elementary School, Waterbury, VT. Senator Robert T. Stafford, presiding.

Present: Senator Stafford, and Representatives Jeffords and Goodling.

OPENING STATEMENT OF SENATOR STAFFORD

Senator STAFFORD. We are going to call this Joint Hearing of the Senate and House Education Committee from Washington to order. We're sorry we are a bit late getting started but in view of the weather outside, the condition of the roads, and all, we are lucky to be able to start at this hour, so let me welcome you to this meeting.

My Senate staff and I are joined by my colleague, Jim Jeffords and my colleague Congressman Goodling from Pennsylvania. We are very happy you joined us today.

It is our pleasure to convene this first joint hearing of the 100th Congress, between the United States Senate Subcommittee on Education, Arts and Humanities and the House Subcommittee on Elementary, Secondary, and Vocational Education. Today's hearing will look at the reauthorization of the Federal Government's major investment in elementary and secondary education, the Education Consolidation and Improvement Act.

As many of you are already aware, the members of these two subcommittees have worked very closely together in the past to promote programs which improve educational opportunities for disadvantaged youngsters. Over the next two years we'll be spending

the majority of our time rewriting the legislation which created the Chapter I and the Chapter II programs. We will need your help to make sure we produce the best possible legislation.

On Tuesday of this week I chaired a Senate Education Subcommittee hearing on E.C.I.A. reauthorization in St. Johnsbury at the Lincoln Elementary School, which was a happy coincidence, because when I went to grade school in Rutland, Vermont, I also went to the Lincoln School in Lincoln, Vermont. I felt all the witnesses who testified on Tuesday in St. Johnsbury did an excellent job. They described in very clear and concise terms what works in federal educational programs, and what can be improved. The witnesses at today's hearing came from all over Vermont to share their views with the Subcommittee because of their deep concern that children from economically disadvantaged families have access to a quality education.

I came away from the hearing in St. Johnsbury with the following thoughts: First, that we now establish a floor for funding in the Federal Chapter I Program for Vermont. This is important to ensure the long-term stability of Chapter I services to Vermont children, particularly as those services have been cut in recent years due to the Chapter I formula.

Second, the Chapter I program works well in Vermont, but program administrators and teachers would like to see the paperwork requirements in the program reduced. In fact, every other program I have chaired in Vermont this week has asked that the paperwork be reduced as well.

And the third request that we heard was that the Chapter II program has also worked well in Vermont and should be continued substantially in its present form.

Today's witnesses will also make a very valuable contribution to the reauthorization process and I look forward to their expert testimony as do my colleagues. Members of both Subcommittees are honored to be visiting another excellent school, as the Waterbury Elementary School has been recognized nationally for its fine performance. I want to think our Waterbury hosts who have worked so hard to help us schedule this hearing. I also want to thank members of the Vermont working group on elementary and secondary education, a number of whom will be testifying later today. Theirs has been a labor of love for Vermont children and we appreciate it, and finally, I will say to the students that, on coming into the building, I appreciated the welcoming sign at the bicycle with a note that said, "Bicycles are dangerous to you. health." It was duly noted as I came in, and I understand its implication, and at this point, Congressman Jeffords, do you have an opening statement?

Mr. JEFFORDS: Thank you, Mr. Chairman.

OPENING STATEMENT OF REPRESENTATIVE JEFFORDS

Mr. JEFFORDS. It's a pleasure to be here with you and I appreciate very much the opportunity to be holding this hearing on behalf of the House side. I want to recognize that Bill Goodling from Pennsylvania who is the leader on education issues in the House. It's a pleasure to have you with us here, Bill.

Senator Stafford mentioned a number of things and I certainly agree with him with respect to his statements and the importance of the Act, especially to Vermont.

I am particularly pleased to be with the Senator here and to be able to take a look at what must be done for Vermont Chapter 1, which is the flagship of this Act. Chapter 1 celebrated its 20th birthday last year. For two decades, it has been providing educational services to the children of Vermont who are in the greatest need. More recently Chapter 2 has allowed the state education departments and school districts across Vermont to improve their educational programs with federal funds.

Both of these programs enjoy a great deal of support in Congress—especially Chapter 1, which is flexible enough to be effective in Los Angeles, California, and Waterbury, Vermont. Yet, specific enough to ensure that the neediest schools and students receive the funds.

Chapter 1 also is receiving congressional attention at the moment because of the role of education in our efforts to improve America's trade competitiveness. In testimony before the House Education and Labor Committee on Tuesday, the President of the Council of Chief State School Officers, Mr. David Hornbeck, called the program the most critically important one we have for helping the disadvantaged, and thus one of the most important in helping improve our overall workforce and, ultimately, our competitive standing.

With this acknowledged success as a starting point, my hope is that we can use this process of review and reauthorization to make a good program even better. Vermont consistently has ranked with the top of the class in terms of its students and that reflects directly on the quality of its education. We need to ensure that the federal programs that it relies on remain equally consistent in quality and in service to Vermont.

Because the characteristics of Vermont also create unique problems in terms of operating a federal program, Senator Stafford and I place a great deal of stock in this opportunity today to hear your concerns. I am sure we will be able to work together throughout the reauthorization process to make sure that Vermont's needs are addressed.

I would also like to point out this will be one of only a very few, probably two or three hearings throughout the United States, regarding the reauthorization of Chapter 1 and Chapter 2. It's extremely pleasing and an honor to be able to have the hearing here; to listen about the successful programs and successful efforts of Vermonters.

Senator STAFFORD. Thank you very much, Jim.

Congressman Goodling, do you have an opening statement?

Mr. GOODLING. No other.

[The biographical sketch of Representative Goodling follows:]

THE HONORABLE WILLIAM F. GOODLING
19th District, Pennsylvania

A Biographical Sketch

"A few strong instincts, a few plain rules."

These words of William Wordsworth characterize Bill Goodling's style of public service.

Most often referred to as "Congressman Bill" by his constituents, William F. Goodling is serving his seventh term as congressman from Pennsylvania's Nineteenth District. He represents the residents of York County, Adams County and about half of Cumberland County.

As James Madison said, "To best understand the public man, we must know the private motive." Goodling's biography begins long before his arrival in Washington. Bill Goodling was born December 5, 1927, in Loganville, Pennsylvania, a small southern York County town his great-grandfather settled in nearly a century before. Goodling now resides in Jacobus, Pennsylvania, a few miles from the house in which he was born.

From the beginning, Goodling knew the meaning of hard work. His parents, George A. and Annetta Glatfelter Goodling, taught each of their six children the importance of doing their share of the work on the family fruit farm and in the community. Bill was expected to help out in the family orchard before and after school each day.

Goodling attended York High School, graduating in 1945. He joined the Army upon graduation and was stationed in Japan until 1948. Remembering the importance his family placed on education, Bill began classes at the University of Maryland, receiving a bachelor of science degree in 1953. He earned his master's degree in education at Western Maryland College while teaching, counseling and coaching in the Southeastern School District in York County.

During this time, his father continued to demonstrate the importance of community involvement by serving in the Pennsylvania House of Representatives. Although never actively seeking the post, the elder Goodling agreed to run for office at his neighbors' urging. Eventually George Goodling would be asked to run for the 19th Congressional District. He served in that post for 12 years.

Bill married the former Hilda Wright of the Shrewsbury area in 1957, soon after accepting the post of principal of the West York Area High School. During his spare time, Goodling enrolled in Doctoral studies at Penn State University, coached American Legion baseball, served as School Board President of the Dallastown Area School District, and was active in the Boy Scouts of America, various

BILL GOODLING--A Biographical Sketch

health organizations and the Loganville Methodist Church. His family's belief in doing one's share was evidenced in all of these activities. From 1967 until his election to Congress in 1974, Goodling served as Superintendent of Schools of the Spring Grove Area School District.

Upon his father's announced retirement from public office, Bill was urged, and consented, to seek the Republican nomination and election to Congress. He won the '74 Republican nomination, bettering six opponents, and went on to win the general election with 52 percent of the votes.

Continuing in the family tradition of personal involvement and following through on his campaign pledge of "People Before Politics," Goodling came to Washington eager to get other people involved in the government process. He won re-election to the 95th-100th Congresses with over 70 percent of the vote each time.

Bill Goodling enjoys many outside activities including sports and choral activities. He currently serves as president of the Capitol Hill Choral Society in Washington, D. C.

Today, Bill Goodling serves in the following legislative capacities:

Member, House Education and Labor Committee. Vice Chairman of the Elementary, Secondary, and Vocational Education Subcommittee and Member of the Post-secondary Education Subcommittee.

Member, House Committee on the Budget. He is a member of the Budget Committee's Task Force on Human Resources, the Task Force on Health and the Task Force on Income Security. Since the Budget Committee allows Members to serve a maximum of six years, it is, therefore, considered a temporary assignment. As a result, Congressman Bill remains a member of the House Foreign Affairs Committee, but is considered "on leave" from that assignment.

The Goodlings have two children: Todd, who was born in 1959, has graduated from law school; and Jennifer, born in 1962, has graduated from Rollins College in Winter Park, Florida and is now playing professional tennis.

Senator STAFFORD. And the first panel will consist of our Commissioner of Education, Mr. Stephen Kaagan and Mr. Robert McNamara, who is the Chief of Compensatory Education at the State Department of Education in Montpelier. So we welcome you, Commissioner, and Mr. McNamara. With the time constraints we're facing and the late start, we would hope you could agree to put full statements in the records as if read and we'll have the whole text made an integral part of the record and summarize because of the time limits. We give the Commissioner the floor.

STATEMENT OF STEPHEN S. KAAGAN, COMMISSIONER, VERMONT DEPARTMENT OF EDUCATION, MONTPELIER, VT

Mr. KAAGAN. Yes. Thank you very much, Senator Stafford, and Representative Jeffords and Representative Goodling.

Welcome to Vermont. I will make very brief comments based upon my written testimony of which you have copies.

I understand the effort that you are undertaking is a very important one for Vermont, the reauthorization of Chapter I and II. The programs go back to 1965 and they have supported I think a very effective effort in the state of Vermont to provide remedial services and basic education services. My comments will focus on about four or five areas.

First, I don't think it will be any surprise to you, Senator and Representatives that I bring strong opposition to the notion of voucherizing Chapter I for two very important reasons: The allocation of a $600 chit or voucher per pupil for Vermont students would in fact be nothing more than a cruel joke for Vermonters across such a rural state. It wouldn't allow for services in the hands of parents, and second, in a state like Vermont, the allowance of a $600 voucher per pupil would be an administrative nightmare.

I hope that already these comments are a post mortem and we can turn to more positive issues.

Let me comment on the important matter of parental participation. Title I of the elementary and secondary education act need parental participation in those programs. I would hope as you reconsider reauthorization that you would use the parental participation requisites in Chapter I to foster parental participation in schools as a whole. We in Vermont believe that parents are, among other things, are youngsters' first teachers and we think it is very important that there is plenty of participation by the parents.

It will be no surprise to you that we would like to see an increase in funding levels for Chapter I. We have good evidence in Vermont that the Chapter I programs are extremely effective. Our grade scores in reading and math are higher than the National average grade scores overall in the nation. Chapter I is an effective program and we would like to see the support levels increased both for the programs in reading and also for our technical assistants' capacity for programs in the field. We would like to see you make as strenuous efforts as you could to effect a small state minimum as has been true in other areas of federal funding, which would mean a considerable increase for Vermonters. It's very important when we are only serving one-half of those who have reading needs and one-fourth of those who have needs in mathematics.

In addition, a recent study of the Department of Education by the Vermont Legislature suggests we have weaknesses in the department in the provision of technical assistance services in areas of basic education in which Chapter I is a very important one, and we would like to think you could increase the administrative funds so we can better serve school districts particularly rural districts.

Just a couple of other points if I could and I understand that your time is short.

One of the issues in reauthorization will be school site coordination. We in Vermont believe that that should be the case. As you know we have a very aggressive program in the state to improve schools through the public school improvements program. It would be important to see Chapter I in other schools by a school site coordination provision in the reauthorization.

Let me make a couple of very brief comments about Chapter II, if I could.

Chapter II, as you know, is a program which has been attacked from a number of different sources. We in Vermont have felt very strongly that the Chapter II is the only degree of flexibility we have with regard to overall school improvement. There are resources for special education; there are resources for vocational education. Chapter II is the only general discretionary money available to local school districts to support their improvements of basic education programs. Without Chapter II in Vermont we wouldn't have the gifted and talented programs nor would we have been able to follow on with very effective programs of teacher mini-grants which has for the improvement of the professional development of teachers where very small amounts of money can be used by individual teachers to improve their own programming. Without Chapter II those wouldn't be possible, and finally the 20 percent set aside is used in a small state like Vermont for technical assistance services and although those 20 percent set-aside moneys pay for our staff in the Department Of Education, that staff is technical assistance staff which is very important in a rural state, so those brief comments.

[The prepared statement of Mr. Kaagan follows:]

STATE OF VERMONT
DEPARTMENT OF EDUCATION
MONTPELIER
05602-2703

EDUCATION CONSOLIDATION AND IMPROVEMENT ACT REAUTHORIZATION

U.S. CONGRESSIONAL HEARING

WATERBURY, VERMONT

FEBRUARY 13, 1987

STEPHEN S. KAAGAN

VERMONT COMMISSIONER OF EDUCATION

Thank you for offering me the opportunity to address issues that I consider critical in the reauthorization of the Education Consolidation and Improvement Act. As the Vermont Commissioner of Education, I recognize the importance of a thoughtful review of the present legislation's strengths and weaknesses.

First I will address Chapter 1. Chapter 1 is a successful legislative measure. In Vermont, through the efforts of the state and local compensatory education staff, the intent of the legislation to serve disadvantaged learners has been met. The most educationally disadvantaged students are targeted and receive remedial services in reading and math. Achievement data and anecdotal reports from teachers and parents confirm that students served do improve their reading and math skills and

their performance is closer to grade level after they receive the supplementary support. On the average, Vermont students enter the program with lower pretest scores than the national average but more than three-quarters of our school districts report gains higher than the national average.

Like any law, if certain changes are made, it would help the educationally disadvantaged students in Vermont, as well as the nation. My testimony today will address some suggested changes.

VOUCHERS

I would be remiss not to mention an issue on which I hope these comments are post mortem - the "voucherizing" of Chapter 1. From the beginning, the voucher concept was ill conceived. Vouchers will not offer true choices to the parents of poor, educationally disadvantaged students especially those who live in rural settings like Vermont. The amount of money a parent would receive (approximately $600 per pupil in Vermont) is far less than the amount necessary to enroll in a private school or public school or any program of decent scope. Because of Vermont's rural nature there are very few schools available to parents within a reasonable travelling distance. Having vouchers as an option at any Chapter 1 program level - federal, state, or local - would be a cruel joke to Vermonters in need of services.

In addition, a voucher program for Chapter 1 would be an administrative nightmare.

At the local level, planning for the public school program would be impossible, because of the uncertainty about which parents would select the voucher option. Teacher contracts as well as necessary materials and equipment puchases would be delayed while parents deliberate their choice, or "non-choice". I agree with Linda Darling-Hammond, a RAND Corporation Social Scientist, who, during testimony to the Education and Labor Committee in 1985 said, "local school districts would have to set up voucher bureaucracies, regulatory offices that would necessarily use money that would otherwise have gone into compensatory education programs."

PARENTAL PARTICIPATION

How to involve parents in their child's education in a meaningful way is a challenge in a rural state like Vermont, across the nation as well. Most teachers recognize that parents are a child's first, and possibly most important teachers. With 77% of the mothers and fathers of elementary school age children both working, new strategies need to be developed to involve parents in their child's education. In your deliberations over how to involve parents more actively, please consider that there is no one "right way" to involve parents at the state or federal level. In Vermont parents are most interested in their own child's educational program. Quality parental involvement is not just a Chapter 1 issue but a total school issue. The involvement

of Chapter 1 parents should be a part of a total school effort at parental involvement and not a separate appendage. I would recommend that the new legislation make strong statements about the requiring parent involvement but leave a great deal of flexibility in how local programs go about it. Finally, it should be acceptable for Chapter 1 funds to be used for parental involvement activities. In the current law, it is unclear whether funds can be used for these activities.

FUNDING LEVELS

At the present time, we in Vermont are serving less than half of the eligible students in reading. In math, less than one-quarter of the eligible students are served. The program has proven its worth over time; I recommend funding levels that assure all eligible students are served. Recent studies on dropouts have demonstrated that a critical indicator in preventing students from dropping out of school is success in the basic skills. The needed intervention should be provided before these students fail and become a burden on society. Chapter 1 has proved itself as effective intervention to improve students' basic skills.

When Title I became Chapter 1, there was a decrease in the funds available for state education agency administration from 1.5% to 1%. The assumption was that since the new Chapter 1 program had significantly less paperwork, there would be less need for state education agency administration. Vermont worked for years to minimize the amount of paperwork needed from local school districts and put its emphasis on technical assistance.

School districts, however, are requesting more and more program assistance from the state. In addition, state education agencies are increasingly involved in program improvement. I support refocusing Chapter 1 at the state education agency level away from a strict regulatory process to program improvement assistance. But more financial resources are necessary at the state level to accomplish this change. Since Vermont is a small state, the small state minimum of $225,000 for state administration is allowable. This amount was adequate six years ago. I recommend that the small state minimum be raised to $325,000 and an annual inflation factor be applied to this minimum. For larger states, I recommend that the amount for state technical assistance and administration be raised from 1% to 1.5% of the their state grants.

SCHOOL SITE COORDINATION

As parent involvement should be part of a total school effort, program services for disadvantaged children should be connected and coordinated with the overall classroom program of the local school. Pull out and in class programs work effectively when the focus is the child and what is best for him or her. Rigid methologies should not be the norm of Chapter 1. Some school districts with significantly high percentages of low income students may benefit from a total school improvement approach. I recommend support for this concept. It is the one we are undertaking through the Vermont Public School Approval process.

6.

FUNDING FORMULA

Probably the most critical issue to the future of the Vermont compensatory education program is the funding formula that is selected for Chapter 1. The present formula distributes money to states based on poverty levels established by the 1970 census with a 1976 national median income adjustment. Using these criteria, Vermont receives .26% of the total federal allocation. If the census measure is changed to the 1980 census and everything else in the formula remained the same, Vermont's proportion of the total federal allocation would decrease to .18%, a fund reduction of more than 30% statewide! That type of reduction would decimate the program and students would be left without support at a time when less than half of the eligible population are served. The time has come to develop a small state minimum for compensatory education as you have in special and vocational education in recent years. There are economy of scale costs associated with the rural state like Vermont which raise the per pupil cost for services. I recommend a small state minimum of .5% of the total federal allocation to go to local education agencies. This minimum would recognize the unique nature of providing compensatory education services in rural areas and insulate small states from rapid fluctuations in grant amounts.

Also when considering concentration criteria if a new concentration grant is enacted, please consider not putting a cap on numbers of students. Small school districts are disadvantaged by this kind of restriction.

Chapter 2

I will comment briefly on Chapter 2. Chapter 2 is often the only program available to local school districts for trying out new ideas to improve their general education programs. With its flexibility and emphasis on improvement, local districts use the funds for a number of different purposes. The Vermont State Department of Education provides many services through specialist advisers who work directly with local school teachers and administrators. In Vermont, only three persons, one full time and two part-time administer the program while other Department staff supported by Chapter 2 provide technical assistance, including grants management assistance, information, dissemination, research and program improvement assistance in a variety of subject areas from social studies to the arts. All add up to provide significant program improvement efforts at the local school level. In many of Vermont's most rural districts the technical assistance the Department provides and the funds they get from Chapter 2 is their only way of effecting school improvement and teacher professional development. Without Chapter 2 Vermont local districts would not have made strides toward serving the gifted and talented. About half of the supervisory unions offer one or more gifted and talented programs in their local districts. Local teacher mini-grants have become a reality with Chapter 2. Very small amounts of money, from $500 to $1,500 in one district, are awarded to an individual teacher who has a plan for his or her specific classroom improvement. I recommend continuing this important program.

As you are aware the roles of State Departments of Education have expanded with more demands for service. The national push for excellence has been felt in the states. The states are responding and need your continued support.

I look forward to responding more specifically to the proposals you will be considering.

Senator STAFFORD. Thank you very much, Commissioner. We'll hear Mr. McNamara and then go to questions.

STATEMENT OF ROBERT McNAMARA, CHIEF OF COMPENSATORY EDUCATION, STATE DEPARTMENT OF EDUCATION, MONTPELIER, VT

Mr. MCNAMARA. Senator and Representatives, in the sake of time, I will limit my oral remarks because you are going to hear people in the field for the remainder of today and they speak eloquently as to what Chapters I and II have done. My only comment is we have been fortunate again and again for all the help of Representative Goodling. Even Start is No. 1, and thank you for fighting for it and keep it up.

[The prepared statement of Mr. McNamara follows:]

STATE OF VERMONT
DEPARTMENT OF EDUCATION
MONTPELIER
05602-2703

February 6, 1987

The Honorable Robert T. Stafford
United States Senate
133 SHOB
Washington, D.C. 20510-4502

Dear Senator Stafford:

Subject: Written Testimony

I want to thank you for the opportunity to share some thoughts and impressions about Vermont Chapter 1.

I have been the Chief of Compensatory Education at the State Department of Education for the past year and a half. Before that, I was the Coordinator of Support Services (Chapter 1 and Special Education) at Waterbury Elementary School for 10 years and a Title I Counselor in Barre, Vermont for five years. My personal visions of what Chapter 1 is and can be formed during my 15 years at Waterbury and Barre and the past year and a half in state administration have confirmed many beliefs I have had about the program.

I would like to do two things today: 1) describe how Vermont Chapter 1 is similar and different compared to the overall national program, and 2) present a vision of what I believe we can become, through program support in the reauthorization.

Like the Nation, Vermont Chapter 1 is predominately an elementary school program, three-quarters of the children served are in grades K to 6. About 60 percent receive only reading services, and about 15 percent only math. Another 20 percent receive both reading and math. Vermont's Chapter 1 instructional staff are divided equally between teachers and assistants.

Also, like the Nation, we serve fewer than half of the eligible population. In Vermont one-quarter of all students in kindergarten through grade 8 are eligible for reading and/or math services. We serve one-half of those eligible in reading and one-quarter of those eligible in math at these grade levels. Our impact is far less at the high school level where one-quarter of our population is eligible in reading and math. We actually serve only 15 percent of the eligible students in reading and less than 6 percent in math.

Unlike the rest of the nation, we have a greater emphasis on early intervention. Seven of the Chapter 1 population are preschool students enrolled in early compensatory education in Vermont. This compares to less than 1 percent nationally. Proportionally then, we place less emphasis on the high school programs with our current resources.

In Vermont, the typical Chapter 1 student receives 20 to 30 minutes per day of extra instruction for three to five days per week. Our programs are offered both in the regular classroom and in small groups outside the classroom. This varies from district to district, school to school, and even teacher to teacher.

This year in Vermont, Chapter 1 basic grants to local districts total 6.2 million dollars. This represents approximately one-quarter of one percent of the total national allocation. Our year-to-year federal funding has been quite variable recently, with a 10 percent decrease from last year to this school year, and a projected 22 percent increase for the next school year. With the funds we receive we provide services to about ten thousand students at a cost slightly more than six hundred dollars per pupil per year.

Vermont students generally make greater gains than the national average gain even though on the average our students enter the program with lower pretest scores than the national average. We are very proud to report that more than three-quarters of our school districts were above the average national gain.

A final comparison is that Vermont Chapter 1 programs tend to have more coordination with the special and regular education programs than many places around the Nation. Almost half of Vermont's Chapter 1 Coordinators are also Special Education Coordinators and the State Department of Education has the Chapter 1 and Special Education programs under one division umbrella.

When I picture what the Chapter 1 program can be, I see:

* Every eligible child receiving supplementary support that he or she needs to succeed.

* Chapter 1 not existing in isolation. It will be a part of a continuum of services. A continuum that includes varying types and degrees of support for all students; handicapped, educationally disadvantaged, gifted, as well as average performers.

* Classroom teachers and classroom instructors cooperatively planning a course of instruction for the educationally disadvantaged students in each classroom. The plans will coordinate materials and instructional methods for students with a focus on each student succeeding in the classroom.

To make this vision a reality the reauthorization needs to:

- Recognize the need for adequate funding levels for Compensatory Education and Special Education so there won't be competition for resources instead of cooperation between these two programs.

- Allow for the flexibility necessary for programs to fit on a continuum while at the same time assures that the funds are focused on educationally disadvantaged students.

These visions are already reality in some schools in Vermont - it can and does work. Congress can increase these types of activities by making sure that the law allows and supports cooperation and coordination.

Thank you again, for this opportunity.

Sincerely,

Robert M McNamara Jr

Robert M. McNamara
Chief
Compensatory Education Unit

RMMcN:me

Senator STAFFORD. Thank you very much. I'm always a little hesitant to remark about it, but Congressman Goodling is well aware and I am that some indication of my advancing years is his father and mine were in the U.S. House for some years——

Mr. GOODLING. Both very young at that time.

The Chairman. Thank you, Bill.

Mr. Kaagan, I think you struck a responsive note in this center as far as what you testified to as to vouchers as to small state minimums and so on. We think we are going to work at that and I think, as far as I'm concerned, we don't have to lay away the voucher plan; it was dead on arrival, to use the current phrase in Washington. But the matter of paperwork does concern us. Would you have any suggestion for us, either one of you, as to how we could reduce paperwork in the Chapter I program?

Mr. KAAGAN. Bob, do you want to respond to that since you are the overseer of the paperwork?

Mr. MCNAMARA. I don't think the paperwork is too much at this point. What I plan on doing is to meet with the folks that spoke about extensive paperwork, at yesterday's hearing I would like to find out their concerns and see if we can address those concerns. There was a pretty dramatic drop from Title I to Chapter I and I think it's been reasonably successful.

Senator STAFFORD. How do either one of you—how do you encourage local schools to replicate the successful practices which you describe in your testimony?

Mr. KAAGAN. There are several ways in which that happens. We have in Vermont a resource agent programs where some of our best programs, teacher, are made available to other school districts in the state of Vermont through a brochure, a well-used catalog of resources. By the way, that was initially sponsored and supported with Chapter II money. The other is that we have published a series of statements about exemplary programs in Chapter I. The third is we have had a fair amount of professional training of those in Chapter I. In fact one of the things personnel in Vermont, they do spend some time with each other and learn about the programming practices and exemplary programs. That is where Chapter II could be a great aid to us, particularly in a small rural state like Vermont.

Mr. MCNAMARA. If I may add. Last Friday we were at Stoweflake and brought 250 Chapter I teachers together and the presentations were done by Local Chapter I staff. The feedback was outstanding and Chapter I teachers would like us to do it again and we expect to do it in January 1987 again.

Senator STAFFORD. One last question from me to either one of you, but probably Mr. McNamara. On Tuesday I visited a model Chapter I special education program in St. Johnsbury. Are there any changes we should consider in the E.C.I.A. reauthorization to consider coordinated programs for children eligible for special education and Chapter I services?

Mr. MCNAMARA. I think if you put a strong statement in the legislation, saying that coordination is really important at the planning level as well as at the implementation level a lot is going to happen. I would suggest maxing strong conceptual statements and then allowing districts to implement the concepts as best they can.

Coordination is relatively easy in Vermont. I think there are a number of efforts that we can do to bring it even further than St. Johnsbury's program.

Senator STAFFORD. Thank you. Bill, why don't you go ahead first.

Mr. GOODLING. First of all, Mr. Commissioner, do you have in your state any limitation as to which preschool youngsters you can work with as far as age level is concerned? Do you deal with three-year olds?

Mr. KAAGAN. We don't have any limitation. Just within the last five years I think we are all rather proud of this mandatory public kindergarten. We are one of the last states in the Union to make that come true. At the same time for the last five years, the executive office and the State Board Of Education has collaborated, in language to the legislature, that early education be provided on a voluntary basis, opportunities for preschool youngsters. Our present focus is on providing opportunities for three and four year olds who are at risk from school failure. Certainly among the administration here and in the education community there is a fundamental belief that we must reach three on four year olds particularly and those at risk if we don't do that, we are just going to spend more money in the long run, and we would like to get something going in Vermont this year that would be complimentary to an Even Start approach.

Mr. GOODLING. Secondly, there is a great move in some quarters to really tighten the eligibility as far as Chapter I is concerned. Have you heard about that and have you thought about what that might do to more rural states such as Vermont?

Mr. KAAGAN. If this is the issue of concentration it would hurt Vermont very badly and obviously would hurt 80 percent of the schools in the country, so they are of a nature somewhere like Vermont. Concentration would hurt us badly.

Mr. MCNAMARA. I would only say that in terms of entry level, we are using the fortieth percentile now as a minimum number expectation rather than the fiftieth percentile, so in that case we are focusing on the most in need—but I agree with the Commissioner that more restrictive concentration would not help get services to the right students in Vermont.

Mr. GOODLING. I have a real fear that rural and suburban areas would be hit hard and I think that would be very unfortunate.

One last question. Not a question, I guess; a comment. I would suggest, Mr. Commissioner, that you get in touch with your counterpart in Rhode Island and in California in relationship to Chapter II and its flexibility. I hear over on the other side, the Senate side, that there could be a real tightening of Chapter II eliminating the flexibility that now is enjoyed. There is some of that on our side of the aisle and I said on my way over my chairman at this point hasn't been very flexible with his complaints in terms of flexibility so I'm not sure how he stands, so I think you should talk to your counterpart in California also.

Mr. KAAGAN. Within the last week the Commissioner of Rhode Island and I met with Senator Pell to talk about that very issue. We talked with Senator Pell.

Mr. GOODLING. Very well. Thank you.

Senator STAFFORD. I thank you.

Can you give me a little bit more of an idea of a need for the small state minimum?

Mr. MCNAMARA. We are trying to develop, the small state minimum conceptually. There has been work in special education in this area to learn from. There are many issues. Teachers in Vermont are not being paid on scale because there isn't enough money; kids are not going into preschool programs because they are riding in the bus for one hour because they provide the program in one place. You will get more in writing from us because coordinators and teachers in the programs are documenting their needs. I'm sure some of the folks we are going to hear presenting testimony talking today are going to be talking about a need for a small state minimum.

Mr. JEFFORDS. Mr. Hornbeck testified this past week that the Chapter I was critically important for being able to improve our educational systems in this country. He stated it was under funded. Only about 48 percent of what we expected the funding to be. He recommended that it be substantially increased in funding and I would note that the administration would ask for a $200 million increase. I would like to know your feeling on funding.

Mr. KAAGAN. I would like to direct some comments to that, Representative Jeffords. In Vermont, as I said before, we are only able to serve half of the population in reading and a quarter with regard to math. We believe that if we could serve the other half; that there would be a fair amount of prevention that would be provided, and it would be very important to do. The other thing that is very frustrating for the educator in me, almost all the research in Chapter I, almost all of it comes down on the side of it being improving the capability, the basic skill capabilities to disadvantaged youngsters. There is some evidence that the present administration wants to suppress because its present form is relatively successful. We already have proof in Vermont that we are more successful than the national norm so I think for both of these reasons and overall projection purposes it would be a wise investment.

Senator STAFFORD. We have seen in Vermont, at least in the spirit that a state can be a real break through, in early education through utilization, through the Reading To Write program and other programs like that. One concern I have is, first of all, what is being done to try and take advantage of that and secondly if there is an effort to take advantage of it, what will happen to these areas that don't have the financial capacity to fund those programs, and is this something we ought to look at as far as Title I goes?

Mr. MCNAMARA. I'm not sure how far you want to get into state aid to education, which is important for districts to operate and in relationship to other resources they might have like Chapter I. We haven't been perhaps as aggressive as we should be in pushing programs like Writing To Read. There are only a couple of districts in the state; Rutland is one I know of. We perhaps should be a little more aggressive in pushing things, but the resource base, particularly in poor districts is going to be an important issue because Chapter I alone is not going to be able to respond along the lines you are suggesting.

Senator STAFFORD. Thank you very much.

Mr. JEFFORDS. To the panel, let me express our appreciation for the time and trouble you have been to in coming over here and joining us in this effort to rewrite elementary secondary education. We appreciate it and listen to what you say very carefully.

Senator STAFFORD. The next scheduled panel will be Panel II, and that's Mr. Scott Blanchard, Executive Director, Vermont Headmasters' Association; Mrs. Maida Townsend, who is President of Vermont NEA; and Mr. Brian O'Regan, Superintendent of Barre Town School District. And Gale Fenn, who is from the Vermont School Board Association of Middlebury.

We welcome you all here and it would be the Chair's intent to ask you to testify in the order in which we called your names, if that is agreeable, but if the gentlemen on the panel wish to yield to the ladies, we understand that also, but other things being equal we'll start with Mr. Blanchard and then Maida, and Mr. O'Regan, and finally Gale Fenn.

STATEMENT OF SCOTT BLANCHARD, EXECUTIVE DIRECTOR, VERMONT HEADMASTERS' ASSOCIATION, MONTPELIER, VT

Mr. BLANCHARD. I'm Scott Blanchard, Executive Director of the Vermont Headmasters' Association. On behalf of the Vermont Educational Coalition, thank you for this opportunity to testify. The Vermont Educational Coalition is a four-year old organization comprised of the Vermont Coalition for the Handicapped, the Vermont Headmasters' Association, the Vermont National Education Association, the Vermont Parent Teachers Association, the Vermont School Boards Association, and the Vermont Superintendents Association. Our major goal is to address issues and provide information on education in Vermont.

For two decades, Vermont has benefited from Federal programs for disadvantaged children, disabled children, migrant children, and bilingual children. Federal funding has also supplemented state and local funding to improve educational programs for all children. We believe the Federal commitment must continue to assure that such needs are met as well as to build on the economic and cultural strength of our nation through a well-educated citizenry. When children benefit, community and states benefit; when all states benefit, the nation benefits.

I would like to review with you what we feel are the principles of the Federal role in the reauthorization of the Education Consolidation and Improvement Act.

One, Federal programs should be a national priority and should recognize educational concerns and provide services to population groups such as the economically and educationally disadvantaged, at risk youth, disabled children and youth, the gifted and talented, and persons needing post secondary professional programs or occupational training.

Two, since the provision of public education is the responsibility of states and the function of local school districts, it is currently funded primarily by state and local resources. Without redirecting these resources for Federal initiatives, Federal legislation should complement federal and state resources and should be based upon state and local assessed needs.

Three, Federal education programs should recognize and respect state and local responsibility in the development, implementation, and supervision of curriculum and instructional programs.

The state and local roles:

One, state and local education agencies should be given flexibility in the design of programs and activities to meet Federal objectives.

Two, state and local leadership and school improvement efforts should be complemented, reinforced, and strengthened by Federal resources.

Three, sufficient Federal funds should be available for quality local programs and activities including administrative services.

Four, there should be funds for staff development which is locally designed and implemented.

And five, sufficient Federal funds should be available to develop state plans for coordination of state-federal programming, administration, project management, and technical assistance as well as monitoring and evaluating the use of funds.

Senator STAFFORD. Thank you very much, Mr. Blanchard.

I think at this point, since the Governor has arrived and I'm sure has other things to do during the rest of the day, that it would be courteous of all of us, including the other panelists if we allow the Governor to proceed, so we'll wait just a minute until the Governor can get back in here and, Mr. Blanchard, would you be willing to have one of these fancy seats over here for a moment and we'll let the Governor join the rest of your panel.

Mr. Blanchard, we appreciate the clarity and brevity with which you delivered your statement.

Governor, on behalf of both the House and Senate Committees here today on behalf of the Congress, we first appreciate your coming here to counsel with us and welcome you to this hearing and look forward to your testimony on Chapter I and Chapter II and the rest of the Elementary Secondary Education Act.

STATEMENT OF MADELEINE KUNIN, GOVERNOR, STATE OF VERMONT

Governor KUNIN. Thank you very much, Senator. Thank you, Congressman Jeffords, and welcome to Vermont, Congressman Goodling, and I apologize for interrupting the panel, and I thank you for getting me back in my place in line here. I have a very good excuse and that is I was talking to the Superintendent's Association and, obviously, about state aid to education, and I really commend you for holding this hearing in the state of Vermont and giving us an opportunity to respond and give our views on Chapter I and Chapter II and education issues in general. I have some formal testimony I will leave with the committee.

Senator STAFFORD. We'll make that a part of the record in full.

Governor KUNIN. As you undoubtedly know, the governors as a group through our report, Time For Results, have joined the Federal Government, has joined the private sector in singling out education as a major issue for the states. I particularly made the decision to focus exclusively on education when I gave my inaugural address a few weeks ago because I believe that for Vermont it is

most important that we have a fair and equitable system of funding education through the state.

We are very proud of our education system. Secretary Bent, as a matter of fact, scored us well in his recent report card, but that is no reason for Vermont to become complacent because even though on the whole we did well, there is great variation within the state.

Where we are today, which is a most appropriate community in which to hold this hearing, is one example of an outstanding school system, but it is also a school system that pays very high taxes and has tremendous community support. We would like every school system in the state of Vermont to have this kind of excellence at a fair tax rate and that is why I have made the funding of education in a fair way a major issue. That and programs such as Chapter I and Chapter II which focus on innovations which focus on disadvantaged students really can make the most—the most dramatic difference, I think.

I just came from the Superintendents' Association, as I said, and I started going back to some of the fundamental issues that are at stake here. Every once in awhile when we get into education it is so easy to only talk about tax figures; to only talk about numbers, to almost begin to talk about the subject in a totally dispassionate bureaucratic way, but I think every once in awhile you have to step back from there and see all the fundamental questions are still out there and the principles upon which this country was based; that education is the doorway for opportunity for each generation. That is still firm and we see vignettes of that every single day, that people either don't make it in the system because of a lack of education, or they have a new lease on life, a new hope, because of a new opportunity for education, and that pattern is repeated.

This morning I also stopped at a nursing home, which doesn't seem to bear much relationship to this hearing, but I will tell you why it bears some. This nursing home started an innovative program of having a child care center within the nursing home, and on one level that in itself is a very exciting enterprise, but one of the employees that has her children in the child care center got off of welfare because of the child care center because she now has a job, and the first thing she did the day she got that job was enrolled in community college, so that new lease on life through education out of a system of dependency is one that we still have the opportunity to give through the government and the private sector.

Chapter I, as you know, is terribly important to the state of Vermont. We now receive some 6.9 million dollars. School district contribute an additional 2.3 million dollars. It helps those children most who could be the future dropouts; could be the people who don't have enough ammunition to make it through life if we don't intervene early.

I have also recommended, in addition to funding changes, additional funding for early childhood education. Head Start is related to this. In Vermont we know that about 20 percent of Head Start eligible children are enrolled in Head Start Programs. I recommend that an additional five hundred thousand dollars over a period of five years each to have all Head Start eligible children enrolled in such a program. Combination of Chapter I, Head Start

funds, our own funds, I think could reach all of the children who are eligible for these kinds of additional services be it in reading, math, or other kinds of programs.

The same is true for Chapter II. We are also focusing on preventing dropouts and I don't know if any of these funds could be matched with those, but with enough flexibility I would hope that we could. I am again recommending that communities gear up with innovative programs to prevent dropouts and to encourage existing people who have dropped out to come back into the school system. We are also adding a recommendation from the Governor's reports introducing the elements of choice for the dropouts so they do not necessarily return to the school in which they didn't graduate from. They can go to any school or program that will welcome them to complete their high school education.

I think what the Federal Government recognizes and what the state recognizes is that because of the dramatic social changes that are going on in our society, the changing structure of the family, changing skill demands in a very rapidly changing economy, the school system has to be flexible and has to accommodate itself to those social changes. We used to say in the old days, "If you can't make it the way we design it, it's your tough luck." I think today we realize we are the losers. It is not their tough luck. It's everyone's, so Chapter I and II and our program become increasingly important. As you are thinking the redesigning, the key word, I would urge is "flexibility" to allow the states to tailor these as much as possible to their own needs.

Because we are a rural state, we would like to have as little bureaucracy and overhead as possible. We have too much as it is. We are trying to cut down on that. We would also appreciate if there were a minimum grant level for a rural state because, as you know, differences in services in a state like ours is more expensive. The simple statistics show that Vermont ranks nineteenth in spending per pupil, which would make you think we are very generous, but we rank forty-sixth in salaries for teachers, so we have a very good pupil-teacher ratio, but it is expensive and it is partly, largely out of necessity, simply because of the rural nature of our state.

In conclusion, I am glad that your visit, I hope, portends a continuing, in fact a stronger interest on the part of the Federal Government in assisting the states in allowing schools to provide services for all of our children and to fully meet our commitment as a democracy and that is to prepare our children to lead adult, responsible, independent lives. Thank you.

[The prepared statement of Governor Kunin follows:]

EDUCATION CONSOLIDATION AND IMPROVEMENT ACT REAUTHORIZATION

SENATE SUBCOMMITTEE ON EDUCATION, ARTS & THE HUMANITIES

HOUSE OF REPRESENTATIVES SUBCOMMITTEE ON ELEMENTARY,

SECONDARY & VOCATIONAL EDUCATION

WATERBURY, VERMONT

FEBRUARY 13, 1987

I am Madeleine Kunin, Governor of the State of Vermont. Thank you, Senator Stafford and Congressman Jeffords for your continuing support of education and for the opportunity to testify before you and Congressman Goodling today. I speak today in favor of continuing the Chapter 1 and Chapter 2 programs.

Education is my top priority. We need better education to meet Vermont's and the nation's challenge of the future both here and abroad. Today in Vermont, the quality of education a child receives depends on where he or she resides. That is neither fair, nor good for the future of Vermont. Education financing reform is the most significant economic and social issue I face as Governor. I am working diligently to remedy this problem. Together with the Vermont General Assembly, we will develop a plan that is equitable to the taxpayers of this state and fair to our children, with the result that all have access to a good basic education as defined by Vermont's Public School Standards.

2.

I am investing myself in acheiving the necessary education financial reform that Vermont needs to move forward to produce an educated citizenry.

The Federal government challenged the states to improve education through its publication of "A Nation At Risk". Although many states, including Vermont, were already on the road to reform, "A Nation At Risk" provided additional support for change. While education is a state responsibility carried out by local school districts, the federal government must continue tp promote equal access to education, guarantee services to special populations, conduct research and development, and prepare the workforce. Federal efforts should support our state efforts.

Each state has a responsibility to set quality standards for its schools and to ensure that all its students have access which the federal government guarantees. Vermont has set its standards high and has granted substantial local discretion in meeting those standards. These education standards form the basis of financial reform through a state foundation financing plan.

States and local districts, while providing most of the basic education funding, need support from the federal government for improvements that are generated by local circumstance and need.

3.

The current Chapter 2 program is a key player in this improvement and has been important to Vermont school districts who have little extra resources to try out new programs. Vermont has benefited from approximately $2 million in Chapter 2 funds each year as a small state. While it represents less than 1% of Vermont's total elementary and secondary schools' operating expenses, it is nonetheless a very important investment for innovation. It funds programs that many schools in our state would do without otherwise and our children would be the losers. Others have told you about some of these programs and how they mean so much to a small state.

Chapter 1, Compensatory Education, continues to serve Vermont students well. The Chapter 1 program provided $6.9 million dollars to Vermont school districts in 1985-86. These funds provided supplementary services in reading and math to 9,500 educationally disadvantaged students. Beyond the federal funds, local districts contributed an additional $2.3 million dollars for compensatory education services to an additional 1,800 students. Yet, only one-half of those eligible in reading and only one-quarter of those eligible in math receive the services.

We continue to need federal help in serving our educationally disadvantaged population. I urge you to consider Vemont's problem of economy of scale in your deliberations. Yes

it does cost more to educate in a small rural state. We rank 19th in spending per pupil but our teacher salaries rank 46th with other states.

To make our dollars go further Vermont must coordinate resources for the total school program. I urge you through reauthorization to support schoolwide strategies and that you encourage states, schools and school districts to coordinate and integrate federal program funds for schoolwide strategies.

The states are willing to work in partnership with the federal government. Please recognize state responsibility to set school standards and support us by allowing state and local discretion in designing programs for all our students.

Your work is vitally important to our future. Vermont's future, our nation's future. I pledge to work with you through reauthorization so that together education for our great nation be made stronger, our people the best educated.

Senator STAFFORD. Thank you very much, Governor. We appreciate your counsel and I congratulate you on concentrating on education in this biennial. I think I can say you strike a sympathetic note with us in doing that because education is not only for this panel an assigned job, it's really a labor of love that we enjoy undertaking and work on it with enthusiasm.

Mr. JEFFORDS. I want to echo those remarks and appreciate your report. In our mind the smallness of Vermont is its quality of life and work, and education is the cornerstone and critical to both of those qualities, and make it what it is today.

Mr. Goodling.

Mr. GOODLING. Governor, I am happy to see you are looking for additional money for preschool programs because in the Even Start Program, the chairman and I have included Even Start in the—a rough draft of the Chapter I, so the rest of the subcommittee can work from that rough draft and in there we have some matching dollars, so your money would be well spent to match some of the money we spend. I would also say to you, as I said to the Commissioner, when you talk about flexibility, I hope your governor in Rhode Island and your governor in California also agree and that you would agree, would make sure they make it clear to those that represent them in the Congress of the United States, that flexibility is important, particularly in Chapter II.

Governor KUNIN. Thank you very much. That is excellent news. I had heard about Even Start and I think we are absolutely on the same wavelength in placing the emphasis on that age group.

Mr. GOODLING. In this rough skeleton what we did is we would like to have twenty-five million plus some money for Even Start and one hundred million for dropout prevention and another thirty million to compensate in relation to providing Chapter I to privately funded schools, so that is a skeleton——

Governor KUNIN. That would be very helpful to enable the states to match some of those funds.

Mr. JEFFORDS. I would like to say that Bill Goodling is a little modest and I will have a make this body aware that he was the introducer in the House. I want to publicly commend him on his work in that area. I think it is an excellent program he has created.

Senator STAFFORD. Thank you very much, Governor.

Governor KUNIN. Thank you, panel, for carrying forth. Appreciate your courtesy.

Senator STAFFORD. Now, Ladies and Gentlemen, we will resume with Panel No. 2 and the next witness would be Mrs. Maida Townsend.

STATEMENT OF MAIDA TOWNSEND, PRESIDENT, VERMONT NEA

Ms. TOWNSEND. Thank you, Senator. I would share with you Senator, Congressman Jeffords, and Congressman Goodling, that the Vermont Education Coalition, which the four of us are representing here today, has spent a period of months studying the issues of reauthorization of E.C.I.A., including having broadly surveyed parents, teachers, and administrators in the state of Vermont who are

involved in Chapter I and II Programs, and our experiences are one in context.

Based on our months of study as well as the results of our survey, on which I should add we had very high return from people in the field around the state, as part of the full report which the Education Coalition has to present to you this morning, it's my task to provide the thinking of the Education Coalition on the general guiding principles for federal funding as it relates to E.C.I.A.

First, Federal education funding should be a National priority from our point of view. That almost goes without saying, but never let something that important go unsaid.

Second, Federal education programs should receive appropriations each year which assure that at least a current level of services is provided, and I stress "*at least* a current level of services is provided," of course, if not increased.

Third, fiscal reform efforts, such as the Gramm-Rudman-Hollings Deficit Reduction Act should treat other education programs no less favorably than other national priority programs.

Fourth, once appropriation levels for Federal education programs are set for a given fiscal year, they should not be altered by administrative deferrals or rescissions or by sequestration orders.

Fifth, appropriations for existing education programs should not be diverted to fund new or other existing programs.

Sixth, the Federal government should provide the resources needed to implement Federal legislative requirements. Assistance should be provided by the Federal government to state and local agencies and institutions to meet Federal objectives if mandates are to be enacted.

Seventh, Federal funds for education, other than student aid and competitive research grants, should be administered through state education agencies so that these funds may be coordinated with state and local resources.

And eighth, Federal funds should not be used to establish duplicative or competing state or local education and training programs.

A couple of words regarding accountability, not only for the funds but the programs themselves.

One, documentation of program evaluations and fiscal accountability is imperative, from our point of view, and should be maintained without being excessive with regard to the paperwork, about which there has already been reference made.

Second, audits of Federal programs should be based on laws, regulations, and guidelines which focus on client eligibility and fiscal management in the provision of services. We would further suggest that such audits be based on laws, regulations, and guidelines in existence at the time of the disputed evidence, should there indeed be disputed evidence in the event of an audit.

Comments from the Coalition regarding the Secretary's Discretionary Funds as they exist under E.C.I.A.

First, the Secretary Of Education's discretionary funds should be used only for the specific legislative intent of the authorized program.

Second, the Secretary's discretionary funds should provide sufficient opportunity for all state and local education agencies to apply.

And third, programs actually funded through the Secretary's discretionary funds should not be in conflict with state law or regulation.

We would add to these issues that interagency cooperation is very important and that programs administered by agencies other than the United States Department Of Education and having direct impact on education should be coordinated with education or related programs at the federal, state, and the local levels to best meet the needs of the children which, after all, is what all of this is about, meeting their needs.

With that, I would pass the baton to Brian O'Regan who will be addressing recommendations based on the guiding principles which Scott and I have outlined.

[The prepared statement of Ms. Townsend follows:]

EDUCATION CONSOLIDATION AND IMPROVEMENT ACT REAUTHORIZATION

U.S. CONGRESSIONAL HEARING

WATERBURY, VERMONT

FEBRUARY 13, 1987

I am Maida Townsend, President of the Vermont National Education Association, another member of the Vermont Education Coalition.

Federal Funding

1. Federal education funding should be a national priority.
2. Federal education programs should receive appropriations each year which assure that at least a current level of services is provided.
3. Fiscal reform efforts, such as the Gramm-Rudman-Hollings Deficit Reduction Act, should treat education programs no less favorably than other national priority programs.
4. Once appropriation levels for Federal education programs are set for a fiscal year, they should not be altered by administrative deferrals or rescissions or by sequestration orders.
5. Appropriations for existing education programs should not be diverted to fund new or other existing programs.

6. The Federal government should provide the resources needed to implement Federal legislative requirements. Assistance should be provided by the Federal government to state and local agencies and institutions to meet Federal objectives if mandates are to be enacted.

7. Federal funds for education, other than student aid and competitive research grants, should be administered through state education agencies so that these funds can be coordinated with state and local resources.

8. Federal funds should not be used to establish duplicative or competing state or local education and training programs.

Accountability

1. Documentation of program evaluations and fiscal accountability is imperative and should be maintained without being excessive.

2. Audits of Federal programs should be based on laws, regulations, and guidelines which focus on client eligibility, and fiscal management in the provision of services. Audits should be based on laws, regulations, and guidelines in existence at the time of the disputed evidence.

Secretary's Discretionary Funds

1. The Secretary's discretionary funds should be used only for the specific legislative intent of the authorized program.
2. The Secretary's discretionary funds should provide sufficient opportunity for all state and local education agencies to apply.
3. Programs funded through the Secretary's discretionary funds should not be in conflict with state law or regulation.

Interagency Cooperation

Programs administered by agencies other than the U.S. Department of Education and having direct impact on education should be coordinated with education or related programs at the Federal, state, and local levels.

Tax Policy

The principle of Federal tax deductions for all state and local taxes has been a key part of Federal tax policy for more than a century. This past provision of the tax code should be reinstated as the present provisions reduce the capacity of raising resources for education at the state and local levels of government. Individuals become reluctant to have their taxes raised at the state and local levels if they are taxed on money they pay for taxes at the Federal level. Support for education revenues that are raised primarily at the state and local levels are threatened.

Senator STAFFORD. We would be delighted to hear from Brian O'Regan.

STATEMENT OF BRIAN O'REGAN, SUPERINTENDENT, BARRE TOWN SCHOOL DISTRICT, BARRE, VT

Mr. O'REGAN. Thank you, Senator.

Senator STAFFORD. With whom I may be in agreement. Sometimes get confused with the other Reagan.

Mr. O'REGAN. It's really the Italian version.

It's a pleasure to be here, and I guess I would like to preface my comments with a couple of items. I am representing the Vermont Superintendents' Association. My background is a classroom teacher, special educator, and I have been a Chapter I basic skills program director in the past. I would like to emphasize before I start that the comments on the effectiveness and the flexibility of Chapter I, I think, are two key elements that need to be kept in focus as you gentlemen progress through the reauthorization process.

My remarks will be confined to Chapter I. Very simply stated, the basic skills program in Vermont should be continued as is. I will point out that our comments today are all part of a lot of work that has gone into doing a lot of study of Chapter I programs in the state of Vermont and you have that information.

My focus is on the funding formula, vouchers, due process, state educational agency funds for administration, migrant education, neglected and delinquent programs, and the handicap program, and I will try to make them brief.

Active parental involvement is a crucial component of high quality Chapter I basic skills program. Highly formal methods of parent involvement such as Parent Advisory Councils are often poorly attended and, experience suggests, impractical in a rural setting such as Vermont. The parent involvement requirement should be written in a way that will allow for local districts to meet the intent of the law in ways other than just an annual meeting here of Parent Advisory Councils. The law should require the Chapter I programs make organized efforts to have parents involved in planning, implementing, and evaluating their child's Chapter I basic skills instruction. Parent involvement should also include participation that assists parents in helping their children to succeed. The commission has already made reference that that should be incorporated in the schools' general philosophy and I would echo that.

In regard to evaluation, it provides local, state, and federal decision makers with timely and consistent information. Currently under Chapter I, local school districts are required to provide student evaluation data once every three years and states are required to report every two years. Vermont, following the previous Title I regulations, has continued to require annual testing and annual reporting. The results have been consistently strong with more than three-quarters of the local districts' results now above national averages. New legislation should require local school districts and states to collect and report evaluation data annually. If annual collection of data is not required by Federal law, then all local and state evaluations must be gathered in the same years.

In regard to the funding formula and the rural status, Vermont has wide year-to-year variation in its share of the chapter funds. This has created a hard to predict "feast or famine" funding situation budget and plan. Last year, in fiscal year 1986, the funding for Vermont was down 5 percent and fiscal year 1987 the funding was up 10 percent. In addition, Vermont has no state supported compensatory education program to provide a buffer to federal funding increases and decreases. The new funding formula should have a mechanism to assure that states and local districts do not have excessive variations in Federal funds available from year to year.

As the Commissioner pointed out to us, the program as presently funded serves less than half of the eligible students. Having well-developed literary skills is critical for the well-being of our economy and our democracy. The new legislation should have authorization and appropriation levels which are designed to assure that all eligible students receive the services.

Recent Federal reauthorization, special education and vocational education, have recognized the need to develop small state minimums in the funding formula. Our position is that each small state should be allocated ½ of 1 percent of the total national allocation as a minimum and emphasize that ½ of 1 percent.

The new legislation should eliminate the comparability policy requirement for districts which have only one building per grade span and also eliminate the requirement when all buildings in a grade span are served with Chapter I moneys.

In regard to vouchers, there may be pressure to include a form of vouchers in the new legislation. The new legislation should not include vouchers. Vouchers are driven by political motivations, not educational benefits.

In regard to private school participation, currently local districts must provide equitable services to eligible private school students. It is unclear what "equitable services" means under the legislation. The new legislation needs to clarify the meaning of the statutory requirements that deal with "equal expenditures" provided on an "equitable basis" and private schools should receive services only when they meet the same state approval standards as public schools.

Regarding due process, currently a local educational agency and a state educational agency charged with audit exceptions have very limited due process rights under administrative appeal, and reliance on the Department Of Education's guidance is not considered a defense. The new legislation needs to provide for due process procedures during administrative appeal, including discovery and the right to present and question witnesses. There also needs to be a stipulation that written advice from the U.S. Department of Education shall be considered as a defense for action taken by LEA or state educational agency relying on that advice.

In regard to state educational agency funds for administration, for the past six years, the amount of state administration money for floor states like Vermont has been $225,000. Vermont is implementing a number of program improvement activities through the Compensatory Education Long-Range Plan. More state administration money is necessary for program support and program improvement assistance to local education agencies. State administration

technical assistance funds for small states must be increased to $325,000. With the additional funds available for developmental program improvement, efforts such as dissemination of effective practices, as Mr. McNamara shared with you earlier, will improve and increase.

I would like to speak now to the migrant education program under Chapter I. Nationally, migrant students have a significantly higher than average dropout rate compared to their non-migrant peers. They also experience a higher than average incidence of child abuse. Vermont's identified migrant youth population is estimated at fifteen hundred. The migrant education program should be continued as it meets the needs of a population severely in need.

Regard to funding migrant education. A student being identified as being "currently migrant" during the years his or her familiar is traveling, for the purposes of agricultural employment, across school district lines——

Senator STAFFORD. Would it be possible to summarize the rest of your statement?

Mr. O'REGAN. I can.

Senator STAFFORD. We are running out of time. If you could, we would appreciate it and we'll place your entire statement in the record as if read.

Mr. O'REGAN. Let me go on to the definition of migrant, and a point of concern is that the law does not define, for eligibility purposes, the dairy farm migrant. Ninety-five percent of Vermont's migrant children are families employed as farm hands on dairy farms.

In regard to the neglected and delinquent population, again one of parent involvement. As young adults, these students have frequently alienated themselves from parents and communities, and we propose surrogate parents be advocates for their education and needs.

We also endorse that eligibility for neglected and delinquent population through age 21 as opposed just up to 21.

In regard to the handicapped program, 89-313 moneys that, because of recent advances in special education, alternative ways to serve the seriously handicapped without placing them in so restrictive a setting. That the resources look at more positive ways for generating funds. Up until now a student must have been previously enrolled in a restrictive state setting.

I'll stop here and pass on to Gale Fenn. Again I would like to underscore the opportunity to share with you and also like to commend you gentlemen on holding this at a school and at a time so children can acknowledge you.

[The prepared statement of Mr. O'Regan follows:]

VERMONT EDUCATION COALITION

EDUCATION CONSOLIDATION AND IMPROVEMENT ACT REAUHTORIZATION

U.S. CONGRESSIONAL HEARING

WATERBURY, VERMONT

FEBRUARY 13, 1987

I am Brian O'Regan, Superintendent of the Barre Town School District, and ECIA Subcommittee Liaison for the Vermont Superintendents Association. My remarks will be confined to the Chapter 1. Program Chapter 1 is a highly successful program in Vermont and should be continued.

PARENTAL INVOLVEMENT

Active parental involvement is a crucial component of a high quality Chapter 1 basic skills program. Highly formal methods of parent involvement such as Parent Advisory Councils are often poorly attended and, experience suggests, impractical in a rural setting like Vermont. The parent involvement requirement should be written in a way that will allow for local districts to meet the intent of the law in ways other than just an annual meeting or Parent Advisory Councils. The law should require that Chapter 1 programs make organized efforts to have a parent involved in planning, implementing, and evaluating their child's Chapter 1 basic skills instruction. Parent involvement should also include participation that assists parents in helping their children to succeed.

On-going program evaluation information provides local, state, and Federal decision makers with timely and consistent information. Currently, under Chapter 1, local school districts are required to provide student evaluation data once every three years and states are required to report every two years. Vermont, following the previous Title 1 regulations, has continued to require annual testing and reporting. The results have been consistently strong with more than three-quarters of the local districts results above national averages. New legislation should require local school districts and states to collect and report evaluation data annually. If annual collection of data is not required by Federal law, then all local and state evaluations must be gathered in the same years.

FUNDING FORMULA

Vermont has wide year-to-year variation in Vermont's share of the chapter funds. This has created a hard to predict "feast or famine" funding situation (down 5% for FY 87; up 10% for FY 88). In addition, Vermont has no state supported compensatory education program to provide a buffer to federal funding increases and decreases. The new funding formula should have a mechanism to assure that states and local districts do not have excessive variations in Federal funds available from year to year.

The program, as presently funded, serves less than half of the eligible students. Having well developed literacy skills is critical for the future well being of our economy and our democracy. The new legislation should have authorization and appropriation levels which are designed to assure that all eligible students (preschool - grade 12) receive the services.

Recent federal reauthorizations (special education, vocational education) have recognized the need to develop small state minimums in the funding formula. Each small state should be allocated 1/2 of 1 percent (.005) of the total national allocation as a minimum.

The new legislation should eliminate the comparability policy requirement for districts which have only one building per grade span and also eliminate the requirement when all buildings in a grade span are served with Chapter 1 monies.

VOUCHERS

There may be pressure to include a form of vouchers in the new legislation. The new legislation should not include vouchers. Vouchers are driven by political motivations, not educational benefits.

PRIVATE SCHOOL PARTICIPATION

Currently local districts must provide equitable services to eligible private school students. It is unclear what "equitable services" means under the legislation. The new legislation needs to clarify the meaning of the statutory requirements that deal with "equal expenditures" provided on an "equitable basis" and private schools should receive services only when they meet the same state approval standards as public schools.

DUE PROCESS

Currently a local educational agency and a state educational agency charged with audit exceptions have very limited due process rights under administrative appeal, and reliance on the Department of Education's guidance is not considered a defense. The new legislation needs to provide for due process procedures during administrative appeal, including discovery and the right to present and question witnesses. There also needs to be a stipulation that written advice from the U.S. Department of Education shall be considered as a defense for actions taken by a local educational agency or state educational agency relying on that advice.

VERMONT EDUCATION COALITION

STATE EDUCATIONAL AGENCY FUNDS FOR ADMINISTRATION

For the past six years, the amount of state administration money for floor states like Vermont has been $225,000. Vermont is implementing a number of program improvement activities through the Compensatory Education Long-Range Plan. More state administration money is necessary for program support and program improvement assistance to local education agencies. State administration technical assistance funds for small states must increase to $325,000. With the additional funds available for developmental program improvement efforts such as dissemination of effective practices.

I will now speak to issues of Migrant Education under Chapter 1.

Nationally, migrant students have a significantly higher than average dropout rate compared to their non-migrant peers. They also experience a higher than average incidence of child abuse. Vermont's identified migrant youth population is estimated at 1500. The migrant education program should be continued as it meets the needs of a population severely in need.

FUNDING

A student is identified as being "currently migrant" during the years his or her family is traveling, for the purposes of agricultural employment, across school district lines. Once a student is identified as no longer "currently migrant", the student continues to be eligible for funding for an additional five years. This period allows for an educational and social support transition stage provided by the State Migrant Program. In addition, a number of students regain active migratory status over the five-year period and the continued contact with the Program assures appropriate services.

Proposed legislation over the last three years has sought to reduce the five-year period to two. This cut would reduce Vermont's funding by approximately 45 percent and therefore undermine the services offered and preclude serving a large number of high need, "currently migrant" students. The five year eligibility period should be retained.

Current legislation bases funding on migrant students ages 5-17 years old. Research has shown that preschool age students also need educational funds. Expand funding to serve migrant students birth to five years old.

DEFINITION OF MIGRANT

The law does not adequately define, for eligibility purposes, the dairy farm migrant. 95% of Vermont's migrant program children are in families employed as farm hands on dairy farms. We recommend including a definition for a dairy farm migrant.

I will now speak on the Neglected and Delinquent Program under Chapter 1

ANNUAL COUNT OF ELIGIBLE PARTICIPANTS

Presently funds are generated based on a one time per year count of eligible students on October 1st. Give the institutions serving Neglected and Delinquent the option of generating an averaged twice a year count (October/April) which would more accurately reflect the number of eligible students they serve.

PARENT INVOLVEMENT

When a student is placed in an institution for the Neglected or Delinquent, such as an adult correctional facility, they are away from their home. In Vermont, students in these settings are young adults (ages 16-21) who have frequently alienated themselves from their parents and community. Parent involvement of the type used in regular public school

settings is not available.

This population should be provided with surrogate parents to advocate for their educatien needs.

ELIGIBILITY

The Neglected and Delinquent population is often special education eligible.
The age eligibility should be consistant with P.L. 94-142 Education of the Handicapped Act and be extended through age 21 rather than just up to 21.

The Handicapped Program under Chapter 1 is very important to Vermont.

INCENTIVES FOR MAINSTREAMING

Chapter I funds for handicapped students provide supplementary assistance to handicapped students in state controlled restrictive environments. Assistance is also available when these students leave the restrictive environment and enter the mainstream back in their schools. However, to generate the funds, a student must have been previously enrolled in a restrictive state setting.

Recent advances in special education have provided alternative ways to serve these seriously handicapped students without placing them in so restrictive a setting. Supplementary assistance is critical to

support these students in more normalized settings. A portion of the Chapter I handicapped funds should be available as incentives for school districts which have mainstreamed severely handicapped students since the beginning of the students' school career.

Senator STAFFORD. Thank you very much, Mr. O'Regan, and we'll be very happy to hear Mrs. Fenn.

STATEMENT OF GALE FENN, VERMONT SCHOOL BOARD ASSOCIATION, MIDDLEBURY, VT

Ms. FENN. Thank you, Senator, and you will also be happy that mine is very short.

I am Gale Fenn, President of the School Board Association and for the past eight years I have been a school board member of a small rural school in our small rural state. We have 60 students grade K through 6. I will be speaking about recommendations for Chapter II and trying to give some sense of what went into in the Vermont Education Coalition Study that supports the recommendations presented in our testimony.

Chapter II clearly promotes creativity, innovation, and responsiveness to local educational needs. Its effectiveness can be demonstrated by the variety of programs developed and the interest generated by staff, students, and the community. A number of Chapter II programs that have been developed are later assumed as part of local budgets when they prove their success. Often Chapter II provides the only source of funds for trying out new programs, teacher training, and additional educational opportunities beyond limited basic curriculum.

We recommend that Chapter II be continued as a block grant program for maximum program flexibility. And there is that word "flexibility" again. The small state minimum, one-half of one percent, must be maintained.

The Coalition will be providing a final written report on E.C.I.A. reauthorization complete with the statewide survey results.

I spent part of my committee time collating the responses to that survey. We sent out more than 600 and got 75 percent of them back, and as you know, anyone that is familiar with survey results, any time you get more than 10 or 15 percent, someone has got to really love or hate a program, and I can tell you from the over four hundred questionnaires that I collated, there was not one person of that 75 percent that answered that hated these programs, especially in Chapter II there was a sort of a feeling of protectiveness for the program and there were stories about the effectiveness of it; of a student that had learning disability in the first grade that absolutely couldn't learn to read, and finally the teachers were able to locate a computer program and the child finally did learn to read as a result of the computer and the program that had been bought with Chapter II money. We had one pleased parent in school that day.

The money also goes for equipment, material, cultural activities, and gifted and talented education. In a school that has 60 students, these kinds of things are just impossible for us to provide as part of the regular budget. Just quickly in conclusion, because I know we are running short, I would point out that Vermonters have a reputation of being able to work together where education is concerned and we look forward to continued Federal support of our cooperative efforts on behalf of Vermont children.

Senator STAFFORD. Thank you very much, Mrs. Fenn.

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Now the panel, having completed its testimony, I am going to recognize our very able friend from Pennsylvania, Congressman Goodling for the first questions.

Mr. GOODLING. Thank you, Mr. Chairman.

I was going to ask Mr. Blanchard but Mrs. Fenn just gave the list of ways you are using Chapter II money, because this is under real discussion, and that is why people are talking about categorizing the use of that money because some of the uses have been improper, so I was going to ask to you how you use Chapter II. You pretty well described how you use Chapter II money.

First of all, Ms. Townsend, have you had the problem with audits that we have in Pennsylvania, and I'm assuming since that was part of your testimony, you have had some problems here?

Ms. TOWNSEND. We wanted to address the issue so that the thinking of educators in the state on that issue was included.

Mr. GOODLING. But you haven't had any serious problems as far as the audits are concerned? We have had some states, including my own, where we believe that they are incorrect in their audit efforts but you apparently——

Ms. TOWNSEND. There has not been any outstanding kind of problem, no, not with regard to audits.

Mr. GOODLING. E.C.I.A. problems?

Ms. TOWNSEND. No problems in use of.

Mr. GOODLING. Discretionary problems you have talked about or Secretary's misuse of discretionary funds?

Ms. TOWNSEND. May I say there is a concern about the Secretary's discretionary funds being used for programs which perhaps any given Secretary, at any given time, might wish from his/her personal slant on education to pursue, as opposed to a slant which would be more acceptable to the education community and based in law. An example which I might cite, and I underscore it as an example, might be in the area of vouchers.

Mr. Goodling. Mr. O'Regan, I'm not quite sure why down 5 percent in 1987 and up 10 percent last year before the Supreme Court ruled? You may have lost a little money but I don't quite understand how you fluctuated unless you have fluctuated on your per pupil expenditure here in the state. Aren't they pretty well tied together?

Mr. MCNAMARA. It is, Congressman. It's because of the per pupil expenditures that vary quite a bit in Vermont. 4.3% was due to Gramm Rudmann, 5 percent of that 9.3 cutback last year was because of that 40 percent factoring formula.

Senator STAFFORD. If the Congressman would yield, for clarity of record we better have the record show that Mr. McNamara responded to that particular question.

Mr. Goodling. One other question. You talked about not getting credit for migrant labor with the dairy farmers. I don't quite understand where the seasonal worker kind of thing comes into dairy farming. We always milk every day of the year, twice a day. I didn't know it changed that much other than there were months we were bringing in grain, taking out manure each day. What is——

Mr. O'REGAN. My understanding, Congressman, is there is not a definition of a dairy farming, and I think that is the issue. Not that the job description may necessarily differ from a migrant worker.

Mr. GOODLING. I'm afraid we have run into real problems if we open this up to specifically saying dairy farming all of a sudden. It's all of a sudden some kind of seasonal work. We'll let the Senator and Congressman from Vermont handle that problem. You will be happy to know that in Even Start we do set aside a certain amount of money for migrant children and parents, realizing that the problems we have in my state and many other states where they are moving through the state and moving on to the next state.

Ms. FENN. I could briefly comment on the dairy worker issue. In Vermont a lot of the people work on the dairy farms. It's a very mobile population and we find that the children of these people are apt to sometimes be in two or three different schools in the course of one year.

Mr. GOODLING. Are they also mobile across state lines?

Ms. FENN. Occasionally, yes.

Mr. GOODLING. I think those are all the questions I have.

Senator STAFFORD. All right. Congressman Jeffords?

Mr. JEFFORDS. Mr. Goodling asked the questions I was going to comment, as the panel did, on the dairy farmer problem. It's a noble, hard worker case that creates the problem rather than the type of business. I also would like your comments, and I think you have made them very clear but there is an effort in the other body, the Senate, to categorize Chapter II and to try and reorient the expenditures, I believe in seven categories, and I wonder whether you want to comment on that move.

Ms. FENN. My sense is that if any effort were made towards that, you would find most of the Chapter II people and classroom teachers circling their wagons. Questionnaire after questionnaire they wanted the program left just the way it was. They would be happy with a little more money but they seemed to think it worked very well and addresses so well the individual needs of the individual schools and the students in those schools.

Ms. TOWNSEND. If I could add, underscoring Gale's comments, that the whole capacity for flexibility in the current approach to Chapter II allows for local decision making based on particular needs in particular districts for their particular student population. That flexibility has been very helpful here in Vermont, and we would urge that it continue.

Mr. JEFFORDS. One of the purposes of Chapter II are to devise programs which are moved into school systems. One of you mentioned that that has occurred and I wonder if you could give an example that started under Chapter II which is now in, without Federal funds, which is so successful it's being utilized in the school system?

Ms. FENN. I could give you a little example in my own school. We do quite a lot of computer work in the school and Chapter II money funded the purchase of a modem last year and this year the board has put into the budget moneys for continuing that program, for adding a second telephone line to the school to give the children more access to the modem and to the community-wide bulletin board it has established.

Mr. JEFFORDS. In other words, it was important to demonstrate to your board the value of the program?

Ms. FENN. Exactly. We wouldn't—could not have managed with our budget. Could not have authorized the purchase of that modem but the fact it was there and used effectively by the students and that the students and teachers had, from that nucleus, had developed a district-wide program that included all the schools in the district, was very compelling for us to fund continuation.

Mr. O'REGAN. If I could respond as to that.

The people who we have spoken with and the information we had is that a lot of the money is being used for seed money in our schools. Barstown had an enrichment program several years back and that will be absorbed in the program this year. Chapter II moneys designated for other types of activities allows for that flexibility. One of the things you see clearly in Vermont is programs that wouldn't have been available for kids if that flexibility were not there. What the Governor has already increased in terms of the state aid limitations and local limitations as far as budget is that those moneys are there to get things going. Chapter II type programs would be the first thing struck from the budget because they may be perceived as more an elective rather than essential programs. That is something beyond the essential. Chapter II is probably one of the more successful programs I have seen and if you look state wide it acknowledges the local needs and local differences and there are a lot of programs coming out from classroom teachers and buildings. That is exciting.

Senator STAFFORD. Thank you.

Congressman Jeffords, I will try to get the ear of my friend, Senator Pell, on this matter of flexibility as soon as I get back to Washington next week. This may generate, I suppose, little bit more paperwork but it might, if you have any suggestions on reducing paperwork as its generated from Washington and put them in writing and send them to us, we would be glad to get them. We would be glad to hear them.

I will end with one question and that is does Chapter I operate in Vermont middle schools and high schools?

Ms. TOWNSEND. I think approximately three-quarters of our Chapter programs are in K through 8. Previous speakers have spoken very directly to the fact that we serve under 50 percent of our eligible population based on funding constraints. There has been the general focus on the younger students because, from an educational standpoint, it is proven, it is now accepted through various kinds of research that the earlier the intervention, the more helpful it is for the child; hence, what resources we do have have been focused on the earlier grades.

Mr. BLANCHARD. One of our recommendations has been to have the program follow the students into the upper grades and we would hope the committee would give consideration to this.

Senator STAFFORD. We want to thank you on behalf of the Committee. It's been very helpful.

Ladies and Gentlemen, the next panel will have four people who will testify and rather—I guess it will be three people who will testify because Judy Rosenstreich, who was scheduled to be here, was unable to join us, but this will be the last panel before a break to

tour the school, and the other panel will follow after the break, and will be chaired by Congressman Jeffords. Your Senator has some other Kid's Alive program going up in Williston this afternoon and I must see that in operation since I'm its principal sponsor.

This panel will be Mr. William Riegel who is the Principal, Waterbury Elementary School, and incidental in our being here today, and Mrs. Kimberly Hough who is a student at Waterbury Elementary, and Mr. Benjamin Wilson who is a student at Waterbury Elementary School, and we are going to get a couple of students to tell us what they think we ought to do.

We are particularly grateful to you, Mr. Riegel, for making this facility available and the recognition this school has received under your leadership in the last year.

STATEMENT OF WILLIAM RIEGEL, PRINCIPAL, WATERBURY ELEMENTARY SCHOOL, WATERBURY, VT

Mr. RIEGEL. Thank you very much, Senator Stafford. I am privileged to have the opportunity to participate in this Congressional hearing on the reauthorization of Chapter I and Chapter II. My remarks on Chapter I will be brief but I am very supportive of the program. In addition to my remarks on Chapter II, I have with me two sixth grade students who will be sharing their comments on programs paid for by these funds.

On behalf of the Waterbury Board of School Directors, the students, faculty, and staff, I welcome you to Waterbury Elementary School. It is indeed an honor to have United States Senator Stafford, United States Representative Jeffords and United States Representative Goodling of Pennsylvania and staff members from each of your offices present at our school. I do hope you will tour our facilities, visit with the students and adults, and join us for lunch in the cafeteria, and we would extend that invitation to anyone else in the audience. We'll arrange to have some kids take you on a tour of the school and give you a chance to see some of the highlights of our very successful school, and I do invite each and every one of you to join us in the cafeteria for lunch, and to eat lunch with students, rather than being at tables with adults only.

If I might digress for just 30 seconds, we had a celebration in October, that we had invited Senator Stafford to and he could not attend because of his misfortune of having his bicycle accident. So we set up a little bike for him with a warning sign out by the front door this morning. We decided that since he took that in such good humor, we would like to present to him a "T" shirt that we had for all of the student body and all of the staff that says "Waterbury Elementary School, One Of The Best," so I would like to present this to Senator Stafford.

I hope it's big enough.

Senator STAFFORD. I will say, Mr. Principal, that I will wear it every time I ride the stationary bike that I am now using.

Mr. RIEGEL. In our Chapter I program we are spending about $32,000 a year. It serves needy three and four year olds in a school based program and students in grades three through six who could benefit from help in reading and math. Parents are offered the op-

portunity to have their preschool age children screened by our personnel, who administer the skill development tests for the assessment of learning. These cover several developmental areas: communication, gross motor skills, fine motor skills, and general knowledge concepts such as over and under, above and below. Up to 15 children are admitted to the half-day school program and given supplies.

Students in kindergarten, first, and second grades receive remedial assistance from locally funded programs providing direct tutorial assistance to students and consultative assistance to teachers. This program has proven to be very effective in raising student performance in the basic skills area.

Regarding our Chapter II program, which we would like to spend the majority of our time on today, I would like to comment that there is a display table down here on the left that has examples of products made by students from programs funded by Chapter II. Represented there are some of the programs that we have had here at Waterbury Elementary School as well as programs from Chittenden, South Chittenden, and other districts. There is a display of a bulletin board and posters that you might find interesting before we take you on a tour of the school.

Chapter II at Waterbury Elementary School has had a very positive, beneficial impact on our school. As a school, we had previously benefited from some of the other programs that were consolidated into the Chapter II block grant. Under Chapter II, we involve school personnel and parents in planning and designing programs. The diversity of the programs is best demonstrated by examples: The Challenge Program, the library, the children's room and the computer program. Two of our sixth grade students, Kim Hough and Ben Wilson will elaborate on the Challenge Program, which is for learners in grades two through six who show a particular interest in a specialized area.

I would like to make a few brief comments on the computer program which was one of our very first endeavors with Chapter II money, and it has received some funding almost every year since then. We initially purchased a Vic 20 computer for every two classrooms. Teachers and administrators completed a three-credit course in Computer Literacy, and we learned as we taught students. We now have a computer in every classroom, and we still use Vic 20's in some of the classes in grades one and two. We use Commodore 64's in grades K, three, four, and five, and recently purchased Apple II's for grade six. We made the purchase for the Apple computers from local funds, not Chapter II money. A district-wide curriculum has been developed, and this year we are implementing it for the first time. Our goal is to use computers as tools for learning. Students will be able to use computers to access, assess, create, and manipulate information. As you can tell, we are delighted with how far we have come with this new technology and feel very strongly that students and teachers are the beneficiary of this program.

As a member of the State of Vermont Chapter II Advisory Committee, I have visited several districts doing on-site evaluations and have seen and heard about a great many successful projects. The committee is composed of people from different walks of life who

have been impressed with the variety of exciting projects from all over the state that are supported by the Chapter II grant. Recently the advisory committee sponsored a round table discussion to allow sharing by teachers and administration of some of the neat, creative projects. The only improvement would be the use of it as seed money. There are people, that commented on this earlier today, and I believe very strongly too, that for schools to remain on the cutting edge of new and better ways of doing things, seed money is essential. I'm not sure if this is included in the actual law now, but if it isn't, I would certainly recommend it be that way, so it isn't used to fund one program for year after year. If a seed project demonstrates success, local money can take over funding it and Chapter II money can be used to start so many other new things.

In closing, let me say that Chapter II has allowed local districts the flexibility needed to use the funding to address local needs. Thoughtful program planning and design seems characteristic of Vermont schools, and involving parents and teachers forms a true partnership that is hard to beat for effectiveness. I support the Chapter II program and hope it will continue to receive funding at a level of usefulness for local schools. Now I would like to ask the two sixth grade students to share some specific examples.

[The prepared statement of Mr. Riegel follows:]

CONGRESSIONAL HEARING IN WATERBURY, VERMONT
ON THE REAUTHORIZATION OF THE
EDUCATION CONSOLIDATION AND IMPROVEMENT ACT
WHICH INCLUDES THE CHAPTER ONE AND CHAPTER TWO PROGRAMS

William C. Riegel, Principal
Waterbury Elementary School
Enrollment: 435
Grades: PreK - 6

February 13, 1987
9:30 am
School Library

I am privileged to have the oportunity to participate in this Congressional hearing on the reauthorization of Chapter I and Chapter II. My remarks and those of Judy Rosenstreich, School Board Chairman, on Chapter I will be brief, but we are very supportive of the program. In addition to our remarks on Chapter II, two sixth grade students will be sharing their comments on programs paid for by these funds. (See attached.)

On behalf of the Waterbury Board of School Directors, the students, the faculty and staff, I welcome you to Waterbury Elementary School. It is indeed an honor to have United States Senator Stafford, United States Representative Jeffords of Vermont, United States Representative Goodling of Pennsylvania, and staff members from each of your offices present at our school. I do hope you will tour our facilities, visit with the students and adults, and join us for lunch in our cafeteria.

Our **Chapter I** program has not changed substantively in the past ten years. We serve needy three and four year olds in a school based program and students in grades three through six who could benefit from help in reading and math. Students in Kindergarten, first, and second grades receive remedial assistance from locally funded programs. Several years ago under Title I, the pre-K through grade six programs were entirely funded with federal dollars. Now, because of the distribution of Chapter I funds within our supervisory union and declining revenue, only the salaries of remedial personnel in our Pre-K and grades 3-6 programs are paid from Chapter I; the local budget pays all fixed costs and associated benefits, as well as full cost for remedial personnel in grades K-2.

Providing direct tutorial assistance to students and consultative assistance to teachers has proven to be very effective in raising student performance in the basic skills areas.

Chapter II has had a positive, beneficial impact on our school. As a school, we had previously benefited from some of the programs that were consolidated in Chapter II. We received a Title IV-C grant for implementing an IEP "camp" held at the school during the summer for three to five weeks to develop students' Individual Education Plans before the start of school. Children maintained gains and received remediation from the very

first day of school in the fall. This was a well-planned project that involved input and commitment from parents, teachers, administrators, and the school board.

Under Chapter II, we have continued to involve school personnel and parents in planning and designing programs. The diversity of the programs is best demonstrated by examples: the Challenge Program, the Library, the Children's Room, and the Computer Program. Two of our sixth grade students, Kim Hough and Ben Wilson, will elaborate on the Challenge Program which is for learners in grades two through six who show a particular interest in a specialized area. Judy Rosenstreich, Chairman of the School Board, will address the Library and Children's Room Programs.

The Computer Program was one of our first endeavors with Chapter II money, and it has received some funding almost every year. We initially purchased one VIC-20 computer for every two classrooms. Teachers and administrators completed a three-credit graduate course in Computer Literacy and learned as we taught. We now have a computer in every classroom, and we use Vic-20's only in a few classes at grades 1 and 2. We use Commodore 64's in grades K, 3,4 and 5, and Apple IIc's in grade 6. A district-wide curriculum has been developed, and this year we are implementing it for the first time. Our goal is to use computers as tools for learning. Students will be able to use computers to access, assess, create, and manipulate information. As you can tell, we are delighted with how far we have come with this new technology and feel very strongly that students and teachers are the beneficiaries of this program.

The only improvement in Chapter II that I would ask you to consider would be the use of it as seed money. I believe that for schools to remain on the cutting edge of new and better ways to do things, seed money is essential. In the IV-C program I mentioned before, money was awarded at a 100% level the first year, then 75%, 50%, and 25%. The local school district had to fund the program at increasing levels once it was demonstrated to be successful.

In closing, let me say that Chapter II has allowed local districts the flexibility needed to use the funding to address local needs. Thoughtful program planning and design seems characteristic of Vermont schools, and involving parents and teachers forms a true partnership that is hard to beat for effectiveness. I support the Chapter II program and hope it will continue to receive funding at a level of usefulness for local schools.

Thank you for allowing me to be a part of this very worthwhile and meaningful experience.

Senator STAFFORD. We would be delighted to hear from them, and Kimberly Hough will be the first one. Kim we'll wait until they get the microphones the way they want.

STATEMENT OF KIMBERLY HOUGH, STUDENT, WATERBURY ELEMENTARY SCHOOL

Miss HOUGH. Our school has received a sum of money which enables us to have extra-curricular activities such as the Challenge Programs involving grades two through six.

We have several Challenge activities to participate in. The program is organized so kids can have a learning experience and a fun time.

Kids are surveyed to see which fields of learning they are interested in. Therefore our Challenge Program is flexible to the interests of the kids.

We had a Challenge Fair which allowed the kids who were interested to talk to the instructors who would be teaching the various activities.

In Challenge, you have a chance to do experiments, learn dance, cooking, computers, photography, sign language, and other things for young children.

Last year I participated in a Challenge activity which dealt with the study of Indians. We made Indian food and tea. Sometimes we played games that Indian children used to play. At the end of the eight weeks of classes, we had an Indian ceremony. My class was invited. I was really excited.

In Challenge this year I am participating in Aviation and Space Technology. In this program we have learned about convection currents and low pressure areas.

All the kids who have participated seem pleased with the activities that are provided to us by the Chapter II funding. As a student, I am also quite excited by the program. Thank you.

Senator STAFFORD. Thank you very much, Kimberly. Now Benjamin, we are ready to hear from you. Let them get the microphone set there so everybody can hear you.

STATEMENT OF BENJAMIN WILSON, STUDENT, WATERBURY ELEMENTARY SCHOOL

Master WILSON. The Challenge Program in Waterbury, which is exciting and challenging, offers a variety of courses. Some of these different kinds of activities are computers, science, mask making, cooking, stained glass, aviation, and photography.

I have been involved with the Challenge Program for two years. The programs I have taken part in have been mask making, Indians, and computers. In mask making, we learned how for make masks and what materials to use. In Indians I learned where different tribes lived. In computer class I learned how to operate the Commodore 64 Computer. I learned to program, hook up hardware, and operate a variety of programs.

I have heard from other students that they have learned how to cook, make stain glass projects, and do photography. Some students have taken writing courses. The students enjoyed these activities.

This year the students were given the opportunity to preview the programs that were being offered. An afternoon was set aside so that instructors of the various programs could talk about their program and the students had an opportunity to talk with the instructors.

The Challenge Program is a different approach to learning. It's nice to work in small groups and offers you an opportunity to work with different age people. It's fun to learn about something new and to work with people who are members of the community.

It would be nice to see the program expand so more children could take part in it. Thank you.

Senator STAFFORD. Thank you very much, Benjamin. We are going to recognize Congressman Jeffords for the first questions.

Mr. JEFFORDS. Thank you for those excellent statements. I think some of the best testimony you get for the Congress is those we get in the field from the young, and also the principals who are the ones that are the cornerstone of our educational establishment. I want to commend you for being selected the principal of the year in the state of Vermont.

My question to you: Of course we all know that we were pleased you received an award for excellence in education. I would ask you to say why? Why did you get it?

Mr. RIEGEL. I think probably there are several reasons for our receiving the award and for having the success that we have had. Just to mention two or three in particular: I think an element is the extremely competent staff that I have the pleasure of working with day in and day out; and I'm talking about competent classroom teachers, and unified arts teachers, aides, and Special Education (such as Chapter 1) teachers; and I am talking about the entire staff, including my cafeteria staff, custodial staff, aides, school nurse, and secretarial staff. I feel we have an extremely competent group of people that are interested in kids' learning; they take every opportunity to interact with students in a very positive, educational way. I think that the second main reason for our success, without question, has been the tremendous support that we received from the community. We have a tremendous number of parents that are involved in the school every single day. We have parents that actually run two or three programs solely on their own as parent volunteers. They are involved in the school in any way that they can interact with students, not only in terms of recreational kinds of activity, but also conducting a science program for that program they have about 20 to 25 volunteers that run that program the whole school year, where they come in for training workshops and go in and work with students in the classroom and take them outside for classroom activities. I also credit the support from the community in terms of the tax efforts. Our tax efforts have always been, in the last ten to twelve years since I have been here, one of the top three in the state of Vermont, and I think that speaks well for the support we receive from the community.

Mr. JEFFORDS. Kim, I would like to ask you a question. I have young people in my family and it took them awhile to get me using computers and I wonder how much trouble did you have getting your teachers involved and used to using computers?

Miss HOUGH. I really didn't have to get my teacher interested in the computer. She actually was the one that got me interested in computers because I didn't like them that much and I didn't have much use for them, but since we have our new computers, well, she has used them and I used them and now I really like them, and I guess I didn't have to encourage my teacher to use the computers.

Mr. JEFFORDS. I'm pleased to hear that.

Benjamin? What about you?

Master WILSON. Well, I didn't really have to encourage my teacher because we got the Apple; she was the first one to work on them so she got to do it more and then she taught me how to use it so she taught me more than I taught her.

Mr. JEFFORDS. I'm pleased to hear that.

Bill, tell me whether or not utilization that you have of your computers in your school is representative of schools in Vermont or your school board maintain and leadership in this role or would you comment on that?

Mr. RIEGEL. I think that there are, a lot of schools in Vermont that have taken the initiative to begin involving students with computers and to become computer literate. I really feel that to have a fully coordinated program (from the time you have kindergartners entering school all the way through high school) is desirable. We have been kind of feeling our way the last three or four years to get something into place that works. When we started, we felt what we needed to do was teach kids to program, and I think we only believed that while we took the course. Obviously, we are not going to be very effective with elementary students learning to program. What is really required is knowledge of how to use the computer and the disk drive and the printer and for us to screen and find software that can be integrated into the teaching of the basic subjects you are trying to teach. One of the things we frown on is playing games for the sake of playing games. They do enough of that outside. What we prefer is to have software that sometimes may be in the form of a game, but which is teaching some basic skill.

Mr. JEFFORDS. I think that's important to point out. I was in—one of the problems in going around the country in trying, for example, to have utilization of computers in the school room, there has been a tremendous difficulty with getting teachers to accept their use, not only to learn to use the computer but as a teaching tool, and a deep concern is that the computer is going to end up being their replacement, so I was very interested in what you have been doing and commend you in your efforts for that.

Mr. GOODLING. Thank you.

Mr. Riegel, I was interested in your three and four year old program. Of those fifteen students that you are talking about that would have this opportunity, could you have—do you have an opportunity then to work with their parents in relationship to reading readiness kind of efforts that they might use at home with their children or in case some have literary problems, to improve the literacy of the parent, or is this strictly geared now to the child?

Mr. RIEGEL. I would say that probably 85 to 90 percent of our effort is probably geared to the child. I really feel that certainly is

an area we have touched on just ever so slightly, but we need to do more.

We had planned on the chairman of our board being here to talk about our Children's Room, but I would like to comment briefly because it connects with the three and four year old program we have. It is in its third full year of operation. The program is basically designed for preschoolers age zero through five and their parents. It happened that initially we had a decline in enrollment and we had a couple of classrooms available. We stated to the community at large that maybe they would have some use for that space, and what they did is basically use the room, without a paid position by the school district, to come together to offer experiences to their own preschoolers as well as offer support to one another. Out of that it, has become incorporated so they can now receive funding through different foundations. They do have a coordinator that works four days a week (thirty hours,) and really do a great deal for offering opportunities for the parents themselves to learn about developmental stages of their own children; provide activities for their children, and in the process, offer support to each other and learn themselves. I really feel there is no question this is an area in which we can even do more. I think what I have heard of your program that you have initiated, it certainly would be something that would get a great deal of support from us.

Mr. GOODLING. One other question. In your use of Chapter II funds, how much of those funds are used for educationally and economically deprived youngsters, your Chapter II money?

Mr. RIEGEL. We haven't specifically earmarked Chapter II funds, for any particular population. We feel that the computer program is one that has benefited every student in the school. We do have some computer programs in the school for students an I.E.P.'s. We feel that the money spent on the children's room benefits the whole population, and we have made an effort to do outreach for those not using the room and link them up with other social agencies.

I think that the library program, where we funded a portion of the salary to hire a certified librarian which we had not had for about fifteen years, is paid for through the Chapter II program; we used $11,000 the first year. We budgeted the following year to spend only six thousand out of Chapter II. The balance would be picked up out of the local budget. Again that's a program that benefits the entire student body.

One comment, when you talk about Chapter I or Special Ed programs, I am a firm believer that any money that is spent to meet the needs of those particular students, has an indirect benefit on the rest of the student body.

Mr. GOODLING. Kim and Ben, I'll ask you the same question. How many other students participated in your Challenge Program, the last one you participated in?

Miss HOUGH. Do you mean in just one of the classes?

Mr. GOODLING. Whatever the last program you participated in Challenge? How many other students participated?

Miss HOUGH. In the program I am in right now, there is nine others.

Mr. GOODLING. All sixth grade?

Miss HOUGH. No. Some 4th and some 5th.

Mr. GOODLING. Ben?

Master WILSON. There is, in the Challenge, the one I am in right now, there is about six, and it's good to work in small groups so you don't have a whole bunch of kids in one room so it's nice to have littler groups to work in.

Mr. GOODLING. So this is one staff, one teacher there?

Master WILSON. Yes.

Mr. RIEGEL. If I might add quickly to that. There are about 150 students that are involved with our Challenge program, it's a 12-week program, and there are ten different activities and a different leader for each of those activities.

Senator STAFFORD. Thank you very much, Congressman Goodling.

Mr. Riegel, I don't make this comment entirely seriously, but I noticed learning how to use computers you also used the term "manipulating information," and it occurred to me that in the Nation's Capital we already have too many people who are expert in manipulating information.

In your experience, Mr. Riegel, do the gains that students make from participation in prekindergarten programs continue to assist them through the rest of their years in elementary school?

Mr. RIEGEL. I'm not sure if I heard you correctly.

Senator STAFFORD. The question is, do the gains which students may make from participation in prekindergarten programs where we had have an opportunity for such programs, does that assist them, in your opinion, in their experience in elementary school?

Mr. RIEGEL. Yes. Definitely. I really feel that, generally, the students that we serve in the preschool population are those that really need lots of opportunities for communicating, basically developing good language skills, and I think that if you can help students so they are able to hear what other people say and are able to respond in an effective way that what you are doing is basically raising the self esteem of that child. If you show me somebody that feels good about themselves, generally you will find somebody successful in school, in the beginning, as well as all the way through, and I feel the sooner you can turn that key, the more apt these students are going to be successful.

Senator STAFFORD. Thank you.

I'm going to ask both Kimberly and Ben, if they care to, to comment briefly on what each of you thinks makes this an award-winning school, especially from your standpoint? Why do you think it got the award?

Master WILSON. Well, I like—the teachers in this school are nice and the aids are nice. It's a nice school to be in because they have nice teachers and you can work with them. You can work with them and it's not real hard to work with them.

Senator STAFFORD. Kimberly, can you add to that?

Miss HOUGH. The reason I think that we got the award was because of our teachers and our staff and they work very well and because of the activities we have, and well, how we learn—well, and how the school is run and what they—well——

Senator STAFFORD. If you want to, you may write a note to us and tell us.

Miss HOUGH. Yes.

Senator STAFFORD. We would be glad to have you do that, but—for the two Congressmen and myself, we are very grateful for your being here and we congratulate you again, Mr. Riegel, on the recognition, well earned, that you have received. You have been very helpful to us and our colleagues.

[The note referred to follows:]

RR2 Box 625
Waterbury, Vt 05676
May 8, 1987

Dear Mr. Stafford,

You requested me to drop you a note about why I think my school received an Award in Excellence. My reply is stated below.

I believe we won an Award in Excellence because of our staff, the way they work and the extra activities and programs that are provided to us.

For one reason, the teachers take time to help you learn and they care. The make sure you have a good education.

I also think we got the award because of our principal and vice principal who run our school. They take time to

make it work.
I would also like to thank you for the picture which I received a while ago. It was also a pleasure to meet you.

Sincerely,
Kim Hough

Mr. JEFFORDS. I want to ask a question to Kim and Ben. We don't have a chance to talk to people in your situation often. One of the problems we seem to be having nationally is whether young people feel that math and science are important to them as they go forward in school, and I would like you to answer on behalf, not only of yourself but your friends. Do you have an interest; do you think your friends have an interest in learning about science and things of that nature and math or doesn't it seem as important as some other subjects?

Miss HOUGH. Yes. Some do. It depends on what kind of—kind of—if like when they are older and they want a career in science, then science might be important to them, but—or math might be important if that is a subject that they like, then there is some reason. If it's one of their better subjects, yes. I think that, to some kids, it's more important to them than maybe other subjects.

Mr. JEFFORDS. Ben?

Master WILSON. I do too. I think that they would like, because some kids like doing science and doing projects and learning more about what there is, like learning more about—like in science might learn more about in space or on the ground or something, and some kids I think like math too, so like you can be able to do things when you are older. An opportunity——

Mr. JEFFORDS. One last question to you, Bill. What kind of guidance do you get or help in selecting software?

Mr. RIEGEL. There is a great opportunity for Vermonters available at Champlain College up in Burlington. They have a Library that is set up with numerous copies of software packages available so you can go up and try any of them to see if it is something that would be applicable to your level or not. If so, you can make copies, and all you have to do is pay the cost of the disk to make copies to use in your school.

We have also had a great deal of effort in our own district from a high school computer assistant, Joan Cnossen. She has run Challenge Programs for our elementary students for a couple of years and also met with different grade levels of teachers from kindergarten through eighth grade to review the curriculum and also to expose them to various packages of software. We have joined what is called a Mecc Consortium in Minnesota where they have a great bank of educational software; for a very small cost to schools in our district, we are able to get numerous numbers of packages of educational software that have been tried and tested by other educators. If you pick out a half dozen programs in the science field or drills on math, what you are going to get is what is actually going to work for the age level you have requested it for. We would like to have more time for teachers to be able to sit down and go through the manual that comes with the package of software and be able to learn it and adapt it to our curriculum, so we are relying on other resources and I think it is working relatively successfully.

Mr. JEFFORDS. Thank you very much.

Senator STAFFORD. Thank you very much, Congressman Jeffords, and now we are going to recess the hearings so that we can all take advantage of the principal's invitation for lunch and see the building and so we'll put the committee on recess until twelve thirty.

[There was a recess from 11:47 a.m. until 12:46 p.m.]

Mr. JEFFORDS [presiding]. We are ready to proceed and I would like to call Panel No. 4: Donald E. Collins, Superintendent of Schools in the Franklin West Supervisory Union in Fairfax, Vermont. The second witness will be myself Elaine Sinclair-Fowler, Fairfax, Vermont; Mrs. Elaine Bilodeau, a parent from Milton, Vermont; Ms. Vickie Hornus, Director Of Special Education Services in the Burlington School Department, Burlington, Vermont, and Beverly Jones, Rutland Northeast Supervisory Union.

You also have a 5th panel which we'll add too, Judy Rosenstreich, who unfortunately missed her panel this morning, but let me say I am pleased to say we had a very, very wonderful morning and an excellent tour and a fantastic lunch. We are all feeling in good spirits now. Bill Goodling, my friend here, will be with us for about another 45 minutes so I am going to try to see how many pieces of testimony we can get in before he has to catch his plane back. Let me go to Mr. Collins.

STATEMENT OF DONALD E. COLLINS, SUPERINTENDENT OF SCHOOLS, FRANKLIN WEST SUPERVISORY UNION, FAIRFAX, VT

Mr. COLLINS. Let me say that I'm pleased that Ellie Bilodeau, who is a parent in my supervisory union and lives in Georgia, Vermont (which is one of those fast growing Vermont communities that is too large for a Post Office) joined us today. I want to thank Senator Stafford and Congressman Jeffords and staff for arranging these hearings to be held in Vermont. I think that's super and I want to thank you for arranging them.

What I would like to do is highlight some of the things initially that I feel are strengths of Chapter I. These remarks are based on my experience of twelve years as an administrator in five different Vermont counties. First item, Chapter does work. We have people in our district who collect data to convince me and other educators that it does work, and my observation show that students many times are in Chapter I for one or two years and then you see them functioning in the regular classroom without these support services. I firmly believe that good Chapter I people are doing their jobs and they are trying to work themselves out of jobs with specific students by bringing these children from below grade level to above grade level in my school district. In other school systems where I have worked, I have also felt that a real strength of Chapter I is that the teachers work with students on a one-to-one basis or in small groups and this allows the children to have a feeling of self worth. Children have an opportunity to participate in the teacher-learner situation; to be active participants; to feel that they can learn. Sometimes in a classroom whether the classroom be 20 or 25 students, the hesitant child, the student who lacks some self confidence, the reluctant student, and those who have some academic deficiencies, I think Chapter I with its structural model, has allowed these children to participate. When I was a guidance counselor in the seventies, I remember that each year we looked at our graduates and where they would be going, whether post secondary or into the world of work. We took great pride in the students who came from Chapter I and stayed in school. I can think of three and

four each year who not only went on to earn a high school diploma but went on to post secondary education.

I believe, they experienced success through Chapter I. They gained self confidence through Chapter I. They gained the academic skills and therefore I think they raised their aspiration level as learners in Vermont schools.

Another strength of Chapter I is that we have moved to some degree away from a strictly pull-out model where children are taken out of classrooms for instruction to a model that has our Chapter I teachers to a great extent working in the classrooms, working to benefit the students there. There is a modeling of behaviors; there is a sharing of professional expertise and methodology and also a sharing of types of materials that work for students. This process is very beneficial, and I have to give Chapter I people a lot of credit for making that happen in schools.

I am pleased with chapter I people at the state department level in the state of Vermont. I have been very impressed with their commitment to Chapter I. Annually they organize a number of very fine training activities for the Chapter I personnel in Vermont. As a superintendent this is important to me because I observe the people who go to these training sessions, workshops, conferences, coming back with instructional materials, ideas, maybe a solution to a problem, and they share these ideas with classroom teachers, so we get double benefits. Not only do they get training and share ideas with others, but through the sharing, they learn methodologies, techniques, and materials that help all of our students. I have found that students and parents feel very positive about Chapter I, and I believe that some of this is because Chapter I is seen as kind of a helping service; that little extra boost. It has not been limited or tied to some of the stringent regulations of special education and therefore maybe hasn't taken on, fortunately for Chapter I, the unfortunate negative stigma by having your child labeled "special education." Therefore, I believe Chapter I is seen as a helping thing and not something where there is excessive paperwork and a lot of testing and limited by regulations. I honestly believe that fellow administrators, be they building administration or superintendents, would be very concerned if they saw any reduction in Chapter I. I have yet to hear people speak negatively of the Chapter I services offered in Vermont in the last 15 to 20 years.

I would like to say my school district, Franklin West, supports Chapter I through tax money going into it from the local budget. By supporting a program, that so-called comes from the Feds or the state, it shows they believe in it. I had the bookkeeper do some calculations last weekend. It showed in 1985-86, we had—35 percent of Chapter I services supported by local budget funds. I could have tied in all the indirect costs, but I'm thinking of direct costs, and I think that says the community is supportive of Chapter I and finds it important.

I think the one thing I see in Chapter I that I criticize, and I think is a weakness is getting parents involved. We have parents' nights; we have parents invited in to give input. Sometimes I wonder if the parents feel the program is going quite well and they don't need to participate. I think we have to build requirements for parents, if a child is in Chapter I, you have to be a partner in that

process. I support Congressman Goodling's proposed legislation, I think he has a great idea and I think that may solve some of the concerns that I have; that is to really get the parents as active partners in the education of the Chapter I children and in the planning and follow-up of their child's progress.

I would like to take thirty seconds before I end my presentation here to talk about another program that I administer as a superintendent, and that is Chapter II. I kind of see Chapter II as the new kid on the block. I want to share with you, my observations first of all, as an active participant in the Vermont Superintendents' Association and previously the Vermont Headmasters' Association. Since 1986, having been appointed by Governor Kunin to the Block Grant Committee, I have had an opportunity to speak with a number of people, administration, children in some cases, students, and certainly community members, about Chapter II. The word or a phrase that I hear come up in a number of places was the term "seed moneys." In my own district people say "seed money," and I am aware of fine arts programs that started with seed money, computer education, teacher in-service training, health education programs, and opportunities for gifted and talented that were started with Chapter II moneys and have since moved on, to some degree, with local funds. I really see that Chapter II in Vermont has been very successful using that type of philosophy.

I would ask you, please do not allow these moneys to be limited in use because I see two things happening that are extremely important to local education. Chapter II monies encourage experimentation and innovation and they require that teachers, parents, community members, administrators, and school board members come together to plan, and that is important. We think we do that in a lot of ways with our local town meetings and budgets but Chapter II, because of the process we use, requires that we get these types of people interacting on "How do we spend $22,000 in Franklin West to benefit the students?" I have seen those discussions and those little pieces of money from that "$22,000 pot" lead to a number of programs that people are willing to fund locally once they see the success of the program but would be reluctant to take on the program without any proof of success.

In closing, I encourage you to assure that the funding model which you come up with on Chapter I to continue the funding; be sensitive to Vermont's needs. We are a rural state and I think we have to keep in mind there has to be some level of funding for rural states, and regardless of the pot of money that we don't get short changed because of the geographical location of the schools. I am not here as a superintendent to ask you or any of your peers in Congress to give us significantly more money, but I would ask that you continue to fund Chapter I at a reasonable level and that you consider funding new ideas like Even Start, and that you make certain that the children are the focal point of Chapter I funding.

That was going to be the end of my brief remarks but I guess it is the yankee in me, that I must say that as a superintendent I do not believe in Vermont our paperwork for Chapter I and II programs is excessive. I think you have to have paperwork. As a superintendent I may not be thrilled with the paperwork I have to do but we have to be accountable. I think the paper requirements

have been kept to a minimum and the state personnell have been supportive when I have questions. I would say the paperwork is fine from where I sit. We don't need any more but I don't think you can cut a lot of it away either. Again thank you, I appreciate your time, and if you want to see some of the things in Chapter I and II of which I speak, you are welcome to visit Franklin Supervisory Union.

[The prepared statement of Mr. Collins follows:]

Franklin West

SUPERVISORY UNION FAIRFAX - GEORGIA

DONALD E. COLLINS, *Superintendent*

P.O. Box 152
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TO: The Honorable Robert T. Stafford
U.S. Senator from Vermont
Ranking Minority Member on the Education, Arts and Humanities Subcommittee

The Honorable James M. Jeffords
U.S. Congressman from Vermont
Vice Chairman of Committee on Education and Labor

FROM: Donald E. Collins
Superintendent of Schools
Franklin West Supervisory Union

DATE: February 6, 1987

I am currently serving as Superintendent of Schools of Franklin West Supervisory Union which is located in northwestern Vermont. Our school district is comprised of Georgia Elementary School, a K-8 school system with 590 students, and Bellows Free Academy of Fairfax which is a K-12 school of 645 students. Being within 20 miles of Burlington, Vermont's largest city, make Georgia and Fairfax convenient bedroom communities for commuters to the Burlington area. I mention this fact because it has been and will continue to be a significant factor in planning and financing instructional programs, including Chapter I services, for our students.

My remarks today are based on my experiences during the past twelve years as a school administrator in five Vermont counties, including the past four years as Superintendent of Franklin West Supervisory Union. In each of my administrative assignments I have had numerous opportunities to view and assess the value of Chapter I, formerly Title I, services to students, and am a firm believer that Chapter I funded reading and mathematics instruction to eligible students does make a difference! In fact many students who receive one or two years of Chapter I instruction during their early years in elementary school often achieve at grade level throughout the remainder of their schooling. Success in Chapter I programs often

helps a student gain confidence and improve his/her self-concept, which in turn encourages the student to seek a variety of curricular options and an academically challenging program.

I believe a strength of Chapter I programs is the one-to-one and small group instruction offered by Chapter I teachers. This instructional model helps the reluctant or self-conscious child who is hesitant to participate in large group instruction or a regular classroom setting to become an active participant in the "teaching-learning process". It also allows the teacher to diagnose the student's needs and prescribe appropriate instruction for a student who is not performing at grade level.

Even though I do not have statistical data to support a specific percentage of Chapter I students who seek higher education, I do recall that when I worked as a guidance counselor in the early 1970's we had 5 or 6 graduates each year who had received Title I services in the elementary grades and were now pursuing a college education. I believe the remediation and support provided by Title I personnel made post-secondary education a realistic goal for these young people from rural Vermont.

In Franklin West our Chapter I teachers frequently provide instruction within the classroom in conjunction with the regular education teacher. This teamwork allows two educators to share methodolgy and materials as well as benefit from each other's expertise.

I have found that statewide and regional in-service training activities for Chapter I personnel have frequently provided these educators with skills and materials which they share with other educators in their school districts. Without Chapter I funding this sharing of practices throughout the State of Vermont would not occur.

I believe students and their parents feel positive about Chapter I because there is not the stigma associated with these services that may be associated with more restricted special education instruction.

I believe most superintendents and principals in Vermont highly regard Chapter I services and would be very upset if they were reduced or eliminated. We have found that Chapter I services have a high rate of success and are an integral part of any school. Except

for child nutrition, no federally funded program has had the direct, positive impact on students that Chapter I has enjoyed during the past twenty years. The administrators and school directors in Franklin West Supervisory are so convinced of the value of Chapter I services that we annually request and support a local budget contribution of $22,527 which is 35% of the total funds spent in our district for Chapter I personnel and materials.

I believe there is a need for greater parent involvement in the Chapter I program. I believe one method of increasing this involvement would be to require each parent to participate in at least one conference each school year with the classroom teacher and Chapter I personnel. I would include a program outline and a progress report for the parent's review and comments. Advisory councils and parents' night are of value but I believe required annual participation by each parent or guardian will be of greater value to the student and the school system.

Another very valuable, federally funded program which I administer as a Superintendent of Schools is the Chapter II program. Although it is the "new kid on the block" it has made a tremendous impact on Vermont schools. Through regional and state meetings with Vermont administrators during the past five years I have become aware of numerous activities and services which were first funded by Chapter II monies and then supported with local funds. Chapter II funds in Vermont are often affectionately called "seed monies", because they have provided the monies to begin fine arts offerings, elementary school guidance services, health education programs, teacher in-service training, creative writing and local history projects, computer education instruction, environmental science programs and a number of opportunities for gifted and talented students. Please do not allow these funds which encourage innovation and experimentation to be reduced or eliminated.

In closing I encourage you to be an advocate for the adequate funding of Chapter I services for students throughout the United States and to be aware that even though in Vermont we do not have masses of disadvantage students residing in urban settings, that we do need a

Chapter I funding model which is sensitive to the needs of students who attend schools in rural settings.

Thank you for this opportunity to share my testimony on behalf of Chapter I. If you or any of your staff members wish to see proof of what I have described, please feel free to visit my school district.

Mr. JEFFORDS. Thank you very much. Ms. Sinclair-Fowler?

STATEMENT OF ELAINE SINCLAIR-FOWLER, CHAPTER I TEACHER, BELLOWS FREE ACADEMY, FAIRFAX, VT

Ms. SINCLAIR-FOWLER. Good afternoon. I am a Chapter I reading teacher and reading specialist at B.F.A., Bellows Free Academy, in Fairfax, of which Mr. Collins is the Superintendent. I have also had an opportunity to be an elementary classroom teacher and Chapter I coordinator and asking me to speak about Chapter I, I was very excited at being given the opportunity, but to talk about it in five minutes is as foolish as having you talk about what you do and how effective you are in your job in that amount of time, so it will be an interesting challenge this afternoon.

Because of the love I have of the Chapter I program and being able to give students that extra help in reading, math, and language that gives them this success in school, and that is why I believe in the program and would like to address to you three goals that are threefold:

First is the effectiveness of the Chapter I program; second is the need for those services to continue; and third is to request an increased funding and consistent funding for the program.

My first point is of the effectiveness of the Chapter I Program and this effectiveness can be measured in many different ways. In one, especially in the Chapter I Program, is an accountability and oftentimes in a regular classroom, you don't have the same type of accountability that you do have in the Chapter I Program as spoken before. Achievement tests are another way that we can judge the effectiveness of the program. Students come, and as we walked around to some of the classrooms today, we just have to look in the classrooms to see the students be successful and students want to be no different than their peers and being able to have this extra help in organizational skills, study skills, extra practice, or having these programs modified and accommodated to meet the different learning styles of the individual students, all help students feel successful, and we have all had failure at one time in our lives and it's not a very pleasant feeling. Being able to work with students in small groups, we are able to work and to have them feel some involvement or somebody that really cares about them.

Classroom teachers again are very pleased with the effectiveness of the Chapter I program idea. Ideally classroom teachers would like to be able to aid all, but that's not realistically possible, but with the extra Chapter I help in the classroom, that might more easily take place.

Scheduling is an important factor in effective Chapter I Programs, in that you can provide time to coordinate your programs with the classroom teacher and flexibility too, that has been spoken about earlier today, is important in delivering the services whether the program is in the classroom or in the pull-out method.

Parents too are part of a child's education. I would like to speak to parents and say, "We would like to bring your child from point 'A' to point 'C' this year. That would be the optimum group, but

unless you are involved, realistically, we might be able to pull him to point 'B'."

Just recently in an eighth grade classroom last week the English teacher said to me, "Without your help here some of these students would be failing this semester," and nobody like to fail. There is a small group of five or six students this past few weeks, one of the students graduated from needing the extra help. By the end of the year hopefully two more of the students might not need the help but probably the other two or three that are going to be remaining in the group are going to need that help throughout the year.

I brought with me to give to each of you some signatures from classroom teachers from our school and also some parents who are really in favor of the continuation of the Chapter I program. Students show appreciation for all the help that they receive in the classroom whether it's running up to you and showing you they had a hundred on their spelling test or you helped them pick out an awesome book or just made it through this semester without failing.

Administrators too are very happy with the program and community members. When you can keep the students successful in the classroom, teachers, students, and the community is happy.

There are other factors important in the effectiveness of the program, and that's the organization of the program. I was fortunate to be the Chapter I Coordinator in the Grand Isle Supervisory Union for the past three years, and having been selected as one of the 118 programs in the country that was nationally recognized for its effective programs, so we had the opportunity to travel to many national meetings and to share with other coordinators and Chapter I teachers throughout the country, and they are pleased with the Chapter I Program and the guidelines that are set up in the individual states, and also to have these guidelines vary from one state to the other, but we are real fortunate in this state to have a small state and to have such close coordination with our state people. We have a very caring, supportive staff that are always just one phone call away.

Professional development is another thing that the state also provides for us in great degree and sometimes classroom teachers are a little jealous because they don't have the opportunity to participate in as many different workshops as we do to help meet our individual needs.

As to paperwork, again as being both a teacher and coordinator, I have always seen the value for it. Technical centers that help our particular districts are very supportive as well to provide us research and testing to help us set up programs, design them, evaluate them, and to disseminate this information across the country.

The second point is the need for the Chapter I program to continue. Approximately 15 to 20 percent of our students will need this continuous support every year, whether the students are entering new to schools, people moving around in communities, the many factors that Governor Kunin spoke about today affect the individual child's life and oftentimes, as Mr. Collins has said, the goal of the program is to make these children—enable them to not need extra assistance, even after a year or several years, but I want to

emphasize again the distinction between special education and Chapter I. I see them as being two separate programs.

The third point requires increased, consistent funding, for a continuation of the quality of effective programs each year and, as Governor Kunin had said, it is important that we help these students to be productive members of this society in the future, and education is the key opportunity for this type of future. If any of you were sick, had some type of a infection in your eye, you would probably go see an eye specialist, just as these children need help. We want to be able to provide them with quality educated staff in giving these particular services.

In summarizing, I want to reiterate to you my three objectives of coming here this afternoon and that is to talk about the effectiveness of the program, the need for continuation of the program, and the bottom line is continued funding for the Chapter I Program, and increases as well.

I would like to share with you, in concluding, a letter that was written to me unsolicited by an eighth grader: "I have been reading a lot lately. It helps me a great deal. I understand more from books than I did two or three years ago. I hated reading."

So with this close personal contact we are able to provide students with an opportunity that they might not have had.

[The prepared statement of Ms. Sinclair-Fowler follows:]

TESTIMONY FOR THE CONGRESSIONAL HEARING ON THE REAUTHORIZATION OF THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT WHICH INCLUDES THE CHAPTER ONE PROGRAM

My name is Elaine Sinclair-Fowler, a reading specialist and Chapter I reading teacher in the Franklin West Supervisory Union at Bellows Free Academy in Fairfax, Vermont. I provide remedial reading services to children at our K-12 school and serve as a reading resource person for the entire teaching staff and administrators. These services are delivered in a small group either directly in the classroom or my office. I also publish with my husband the Islander Weekly newspaper. I live on a Lake Champlain island, of South Hero, with my husband and two sons. I am a former Chapter I coordinator in the Grand Isle Supervisory Union. I have also been a Chapter I math teacher, and elementary classroom teacher in Old Forge, New York. In 1985, the Chapter I program that I was coordinator of received national recognition for having an unusally effective program.

My purpose of submitting this statement has three goals to address, that of: the effectiveness of the Chapter I program, the need for such a program in our local schools, and a request for INCREASED CONSISTENT funding of a PROVEN EFFECTIVE federal program.

First, the Title I/Chapter I program has been in existence for over twenty years. It has been a proven effective program to help meet the individual remedial reading/language arts and math educational needs

of children. Not only can achievement tests data support the effectiveness of Chapter I, but we can also look at several other sources of data. In the classroom students can receive that extra remedial assistance to stay up with the other children in their room. These students want to be successful and not be different from their peers. This help can be in organizational skills, study skills, extra practice on a particular skill, making accomodations and modifications for individual learning styles, motivation and control of the students' learning. Our goal is to have students be independent learners and not need the extra help. For some students a year of extensive extra help has proven to be the boost they needed to keep up with the rest of the class, but for others this support may be the only way that they are able to pass a grade, graduate from school and be more productive citizens. There are so many examples of success stories that take place each day in the classroom that classroom teachers, Chapter I staff, students, or I could tell you of what having that extra supplemental help has meant. I will share with you a few examples.

Just yesterday, a middle school English teacher said to me that without my providing supplemental individual instruction to a group of 6 students in her rather large 8th grade class, the students would probably be failing.

In another classroom, a young shy second grader needed a little extra practice in a small group with 5 other students. She was receiving supplemental instruction since the beginning of the year on

word recognition skills. With 6 months extra help, the classroom teacher, parents and I felt she didn't need the help any more and would be able to work independently on her own. Hopefully one or two of the other students in her group will not need this extra help by the end of the year either. But unfortunately, two or three of the remaining students may need this consistent support for a continual positive experience throughout their schooling. This division in abilities is similiar in any small group in any classroom and in any school or town. Any one of these children could be one of my children and/ or students. Each day a student will say how appreciative they are of the extra support that helped them pass their weekly spelling test, midterm exam, or find a really "auesome" book to read. These little successes and positive statements about school and the proud feelings the students have about themselves point to the effectiveness of having that extra helping professional hand working with these children. A student's motivation to learn is a key for success. As parents, educators, and community members and leaders, we want a consistent equal opportunity for success for ALL our children EACH YEAR in school. This remedial educational program provides many children with an opportunity for a quality education.

Parents also appreciate the support of the individual attention that is given to their children. The link between home and school MUST BE STRONG. Learning takes place twenty four hours a day. In order for children to grow to their maximum both the school and the home MUST WORK IN COORDINATION with each other. Successful children at school breed contented happy parents. Well defined plans for obtaining this involvement is vital.

Classroom teachers and administrators depend on this consistent supplemental help to aid ALL students to be and feel successful each year. Ideally classroom teachers wish that they were able to meet all the individual needs of their students but it is virtually impossible. Classroom teachers and administrators look to Chapter I educators as valuable resources in their school buildings. They model effective teaching practices and provide support to classroom teachers and parents.

Community members also want this supplemental instruction to take place in the classroom. They not only hope to gain more valuable employees, but also share a pride in helping to create a more caring responsive community in which they live in. Increased local dollar support in communities for consistency in the program demonstrates their support. But for those towns who are having local school budgets being defeated several times, unfortunately it is the children who that year indirectly suffer. Many parents, teachers, and school board members spoke to me about their disappointment of the changes that had to be made because of federal budget cuts resulting in the elimination of educators positions in the school district I recently worked in. Educators were replaced by paraprofessionals.

Equitable funding from tax dollars is a major concern for town and cities throughout the state. The federal government should not make laws that state and local school districts should have to carry out

without providing funds to carry them out with. Federal support in eliminating illiteracy in this country should be stressed. Education is the key to a more productive, democratic country.

Secondly, I always have been impressed with the organization of the Title I/ Chapter I program, nationally, statewide, and locally. In the national meetings and training programs that I have attended there is a consistent feeling generated by other educators across the country of the effectiveness of the program, whether in Colorado, Idaho or Vermont. We all follow the same law, with the individual states setting up their own guidelines. These guideline interpretations are very similiar from state to state with each state being responsive to the needs of the students in the individual localities. Accountability is a key to running an effective program. The regional technical centers, also, provide a valuable resourse service for Chapter I. Programs are assessed, designed, evaluated based on research that has been effective. The importance of projects being diseminated, staff development and recognition has been emphasized,too. One major concern amongst all the states is a consistent increased federal funding for our states.

I am proud to work in Vermont's Chapter I program. The leadership staff are competent, supportive, caring, responsive professionals. Being a small state, there is a close connection between local regions in the state. We are all able to communicate often and freely. Whenever there is a concern or a need, they are only ONE phone call away. Each year an application is submitted to the state for approval stating its plan for the year, based upon an assessment of the

eductional remedial need of the community. The program is closely monitored and audited. Final test score data is also submitted to the state.

The Chapter I program has developed into an integral part of the local schools. These supportive services are vital to meeting the individual educational deficits of students. The local programs' design meets local needs. Local schools seek consistent increased federal support for this vital educational program.

Thirdly, there will be this ever present sizeable need to meet the educational needs of our young people: entering school for the first time, who move frequently, with educational and economical deficits, and from single parent homes.

In conclusion, my goal for talking to you is to improve this program by seeking a consistent increased federal support for the Chapter I program in local schools throughout the country. By providing these remedial programs to educational disadvantaged Vermonters, we are improving the opportunities for these students to have an effective learning experience. Just as in other areas of concerns, if your child was physically sick with an eye infection as a parent you would seek out a specialist for him. An educationally disadvantaged child needs those specialized services that Chapter I educators have been specially trained in, can provide. I would not be spending a good portion of my Saturday preparing this statement unless I believed the basis for continuing to provide these effective remedial educational services lies with your consistent increased federal funding of the Chapter I program.

Mr. JEFFORDS. Thank you very much. Mrs. Bilodeau?

STATEMENT OF ELAINE BILODEAU, PARENT, GEORGIA, VT

Ms. BILODEAU. My name is Elaine Bilodeau and I live in Georgia, Vermont. My children attend Georgia Elementary School. I am speaking today as a parent of a child who received Chapter I reading services. I believe that my experiences as a mother of seven children and as a basic skills aid at Georgia Elementary School do give me a perceptive view of some of the strengths and weaknesses of the Chapter I Program.

My daughter, Suzanne, as a preschooler had difficulty with comprehension. We always read aloud to our children but Suzanne was not always able to participate in our discussion about the story, so became frustrated; showed a lack of concentration, and would often get angry with me because she just didn't understand. That summer we continued to read to her but forgot about any plans to get her prepared for first grade reading.

Conversations with Suzanne's first grade teacher verified that she was having problems with comprehension and word recognition. The teacher assured us that these problems would be closely monitored. Suzanne did work very hard but it just didn't seem to be enough to add to the growth she needed to finish the year with enough gain in reading ability. At the end of grade one, the classroom teacher recommended that my daughter, Suzanne, receive Chapter I reading services in grade two. She received these services in grade two and three. Suzanne received instructions in small groups of children who were at the same reading level as she was. She discovered she had some of the same needs as her peers but that she was okay; she was not alone in her reading difficulty. As a parent I was pleased with Suzanne's progress. She developed a very positive attitude toward reading. She gained self confidence and progressively improved in reading comprehension and word recognition. Chapter I provided for Suzanne the opportunity to be herself, to develop individual reading skills, and to see herself in a positive manner. That year we continued reading to Suzanne but did not spend hours forcing her to read as homework. I felt relieved that the pressure of giving her the extra help was now out of our hands and into the hands of Chapter I.

As I look back, it was a confidence-building stage for all of us. Chapter I also took the pressure off Suzanne. She did not come home with homework unfinished and have to ask for help. The Chapter I Program was a very healthy, happy, and rewarding experience for Suzanne and it continues to influence her success. This year Suzanne is in the 4th grade and is not receiving Chapter I services. She is reading at grade level and is maintaining an "A" average in all reading skills. She is getting "A's" and "B's" in her other courses. Obviously, she no longer qualifies for Chapter I services, and much of the credit goes to Chapter I.

As the content level in science and social studies becomes more demanding, I'll be concerned about how well she will do. Will Chapter I be there for her in the middle and upper grades? I hope so. I have another area of concern. The Chapter I program should do more in educating the parents of the participating students.

Chapter I should provide an orientation meeting early in the year to provide parents with the information about the inner workings of the local Chapter I Program. Parents should be encouraged to take a more active role in what their child is doing in Chapter I. There needs to be more communication between Chapter I and the parents.

As a basic skills aide, I have concerns about the lack of services in grades seven and eight at my school, Georgia Elementary. I am not satisfied with the sixth grade program. Grades six, seven, and eight tend to have social attitudes that reflect negatively toward the Chapter I reading services. Some students seem burned out in reading. They still need the extra help, but scheduling time for instruction interferes with their other academic areas. There doesn't seem to be free time for them to receive Chapter I services without missing some other class. It is difficult to deal with the supplement requirement in these cases, in all honesty. If Chapter I gives services during regular school hours, something has to be supplanted.

I think one solution might be to waiver the supplement rule in certain circumstances. I also think that Chapter I reading instruction should not be limited to the reading curriculum but should also extend to other academic areas including science and social studies.

Mr. JEFFORDS. Thank you very much. Ms. Hornus?

STATEMENT OF VICKIE HORNUS, DIRECTOR, SPECIAL EDUCATION SERVICES, BURLINGTON SCHOOL DEPARTMENT, VERMONT

Ms. HORNUS. Thank you for the opportunity to be here. It's difficult to be one of the later speakers in the day because you begin to think it's almost all been said. I will try to talk a little bit about some of the high points from my written testimony. And maybe supplement that a bit too.

One of the first things that I want to mention is that the flexibility that Chapter I has in it, I think, is one of the keys to its success; that while there is certainly guidelines, there is considerable area for individualization in each particular school, and I think that that should continue. I would like to say however that the measurement of success of Chapter I be allowed to also be as flexible. Currently our success is measured by gains on standardized test scores and I think you have heard today, and I see it in my day-to-day work in Burlington, that a lot of the good things that go on in the programs aren't measured by standardized test scores but in fact are the building of self-esteem and more confidence and ability to be successful in other classes. Now I don't see how you measure that, but perhaps there could be an addition to just the standardized test scores, some way to, based on the particular program that they have, so you get some sense of how that program has done in addition to test scores.

I'm also concerned, as Mrs. Bilodeau is, about the supplant and not supplant. There are only so many hours in the school day, and if someone is in Chapter I program for reading or math they are out of something else. They are not out of reading or math so they are missing some other important part of the day. It seems to me it

might make sense to have the opportunity for a short period of time of intensive supplant efforts in Chapter I; not forever, but perhaps for a one-year spurt. That might make more long-term gains for students in one year in intensive work than to be supplemental over several years' time.

The next thing that is a real concern to us in Burlington is target schools. Because we are one of the few districts in the state that does have target schools, it's not as much of a problem as I think you are likely to hear about; however, in our particular town there are five of seven elementary schools that are eligible to receive Chapter I funds. That's fine. Those five clearly need those funds. The problem comes when there is a youngster in one of the other two schools who is clearly an eligible kind of youngster but did not—doesn't receive the supportive services. Now, we could supplement that locally but I don't know the problems that surround those sorts of things at the moment. It becomes even more frustrating to teachers and parents of youngsters when they move from one school to another. In our district there is a great deal of movement between schools. One school in Burlington last year, one classroom in particular, had a turnover of 50 percent of the children, so that at any one time there were only about 23 children in the class, but during the year there was considerably more in and out, which was difficult, but if the youngsters in that school and in the Chapter I Program moved to one of the non-target schools, then they were out of that support. Very difficult for the child and the parents to understand, and clearly a lack in our services to them.

If there is a possibility, as I understand it, in the future, of some money being set aside within the district to use in a creative way that might deal with a target school discrepancy that we have.

The next thing that I want to mention is the problem that districts face right now in diluting the services that we have because of increased needs and decreased funds. We are certainly seeing, as one of the few places that would even begin to qualify as an urban area in Vermont, but Burlington is really experiencing an increase in needy youngsters in the schools at a time when we are seeing a decrease or potential decrease in funding, and what is happening is we find ourselves torn as to how to allocate those funds. We do have services, grades kindergarten through high school. They are our local funds in those services as well, but when we talk about early compensatory education, where we always have a great need, we realize that that means we have to take from something else when it is already about as thin as it possibly could be.

I would like to propose that each state has an opportunity to identify one or two or offer a grant to one or two districts and really infuse that district with funding so very adequate resources could be provided preschool through high school for perhaps a period of five years; do some good data collection, and if it works the way we think it might, we would find that the preventive programs would be successful and we wouldn't need the K to 12 heavy duty programs later. Now that's assuming there is not a great deal of in and out. I think that teachers and school people, being the kinds of people they are who really care about the children they deal with, don't want to rob Peter to pay Paul. On the other hand,

we have a preschooler over here who really needs the services as well. So perhaps if there was a model like that, and there could be success proven, then later it could be expanded greatly.

The last thing that I would like to suggest to you is that there be encouraged opportunities for cooperative efforts with special education and regular education. Again I see an increase in the number of youngsters, percentage of youngsters in our schools who have needs, and I think there are a lot of reasons for that, and we have all read about some of the changes in the population. As that continues, we have got to find better ways to address that and it can't just continue through creating Chapter I and special funding. I think our schools have to adapt to the needs of the youngsters. I'm concerned that right now we ask youngsters to fit the funding sources we have and fit the existing laws. If there is some way that we can put these funding mechanisms together; put the laws together so they can work cooperatively without losing that. There are differences between handicapped youngsters and youngsters that are disadvantaged, encourage people within districts and buildings to work cooperatively. I think we have heard some of the things at Waterbury that may be a real good example of where a lot of that happens. The spill over from that would seem to me to be critical; that as people are working together, everyone's skills increase. Everyone sees that all children in the school are the responsibility of all of us, and not these are Chapter I and these are special ed youngsters, and so on.

Those are my primary concerns. Again I thank you for the opportunity to be here.

[The prepared statement of Ms. Hornus follows:]

WRITTEN TESTIMONY FROM: Vicki C. Hornus - February 3, 1987

for Congressional hearing on the Reauthorization of the Education Consolidation and Improvement Act scheduled for Friday, February 13, 1987 at the Waterbury Elementary School.

1. Role in the school:

Director of Special and Compensatory Education Services
Burlington School District
Special Education students served: 584
Compensatory Education students served: 475

2. Opinion of the federal Chapter I program with which I am involved.

I support the overall program goals of "meeting the special needs of educationally disadvantaged children and children in local institutions for the neglected or delinquent". Both groups of children present extraordinary challenges to public schools because of the extent of their needs.

As outlined in the federal definition, "educationally deprived children" are those whose educational attainment is below the level that is appropriate for their age. Without Chapter I support in the basic skill areas of reading and math, many of these youngsters would likely continue to fall behind their same-aged peers. In my experience the supportive, Chapter I programs which have the greatest success, as measured by improvement in student achievement, are those that are closely coordinated with the regular class programs.

The second group of students eligible for services (the neglected and delinquent) are children who often have not experienced a home environment which provides their basic needs for safety, food, shelter, emotional warmth, security and intellectual stimulation. Clearly these youths are extremely disadvantaged when asked to function in an arena with children who have been given this kind of supportive beginning to life. Without the resources made available through Chapter I the disadvantaged children and youth would be seriously shortchanged by the educational system.

I am gravely concerned that it appears that the percentage of children with these very basic needs is increasing at a time when Chapter I funding is decreasing. An article in the February 1987 issue of EXCEPTIONAL CHILDREN cites several indicators which show "that the number and the proportion of children having "special needs" are rising and will continue to rise over at least the next several years". Added to that is the predicted general increase in the school-age population. The nation's public schools will have larger numbers of students and the percentage of those students with special needs will continue to increase. Providing for this larger, needier population while maintaining the core curriculum and services for the mainstream student requires additional federal support, both in programs and in resources.

3. Aspects of the Chapter I which work effectively.

- Broad guidelines which allow for flexible and creative programming.
- Keeping the direct service "deliverers" paperwork and record keeping at a minimum.
- Opportunities for parent involvement in supportive ways
- Overall program support from the State Department

4. Suggestions for improving the Chapter I program.

- Have the option to attach funding and program support to eligible children as well as eligible schools. Currently it is necessary to "target" eligible schools. This allows children who are extremely needy and would be eligible for Chapter I services but who attend an ineligible school to be left unserved. Conversely, children in the eligible school can be served even though their individual needs may be less than children in a non-target school.

- Allow local districts to decide how to measure and demonstrate the effectiveness of their local programs rather than relying entirely on pre and post test gains. This would provide for a better match between what is being done and how it is measured.

- Allow Chapter I funds to be used to provide services for eligible students in parochial schools on the school site. For the past 18 months it has been necessary to create awkward and ineffective models of service delivery for eligible students who attend parochial schools. Our experience locally has been that the number of parochial school students who receive services has decreased during that period. Parents, or the students themselves, have chosen not to participate because of the enormous scheduling and transportation issues.

5. My view of how colleagues, parents and students feel about the Chapter I program.

In my experience Chapter I programs are well thought of and considered to be extremely helpful to students. There is frequently confusion among school staff about exactly who is to be served by Chapter I and just how the funds are generated and programs developed. The parents with whom I have communicated about Chapter I over the years tend to be very supportive and pleased with the program and its benefits for their children.

6. Suggestions for what else the federal government could do to improve education in Vermont.

- Eliminate target schools.
- Maintain or increase funding to support programs.
- Provide additional funding directed specifically at preschool compensatory programs.
- Provide grants directly to districts for innovative programs associated with Chapter I, but not funded out of the regular Chapter I grant.
- Encourage (and allow for) cooperative and collaborative efforts of Chapter I, Special Education and regular education programs in order to meet the needs of students more effectively without forcing students to adapt to structures created by laws and funding sources.
- Increase opportunities for sharing best practices around the country.

7. Does this Chapter I program improve access for students to a quality education?

Yes, but with less impact than could be had with additional resources and program directions which emphasize cooperative, integrated educational programming for individual students.

Because of the current "supplement, not supplant" guideline, students receiving Chapter I services often DO NOT receive something else. For example, if the Chapter I service is supportive to a student's reading program, then the student must also be in the regular reading program. Because of limited hours in the school day, that often results in the student leaving the regular program during another subject, such as social studies or art. This can become counterproductive. For some students the greater long term goal of improved access to quality education might result from a short, intensive period of a reading program which actually "supplanted" the regular one.

8. Does this Chapter I program improve the actual quality of the instructional program for eligible Vermont students?

It gives them added support in their area of weakness; however, the frequently used pull-out model may actually detract from their participation in the full scope of the regular instructional program for their age/grade.

Mr. JEFFORDS. Thank you very much. Ms. Jones?

STATEMENT OF BEVERLY JONES, CHAPTER I COORDINATOR, RUTLAND NORTHEAST SUPERVISORY UNION

Ms. JONES. I represent the Northeastern section of Rutland County with six elementary schools and one high school, serving approximately eighteen hundred students, 14 percent of them now in Chapter I classes.

Our achievement over the years has been good but we have gone from spring to spring testing and our testing results and N.C.E. gains have been well above the national averages. We could do a lot better if we didn't have to cut a lot of our certified teaching staff and go to aids over the previous five years perhaps. Our resource teachers are a great incentive to the other teachers in our building. When they are aids they cannot and are not a resource to other teachers.

We have had Early Prevention of School Failure in many of our schools being implemented this year and we have started intervening in all of our schools. In kindergarten already we are beginning to see a great difference in the numbers of children who are going to have to be retained in kindergarten; spend a full day in kindergarten or go to a transition because their needs have been targeted and we have been able to supply teachers to meet those needs.

We also have been effective in lowering the numbers from classes to Chapter I in kindergarten, grades one, two, and three. I am a great believer, and so is my superintendent, in prevention rather than curing problems when it gets to the high school level.

We do have a high school program this year for the first time. Since those testing eligibility at the end of sixth grade in both reading and math were only sixteen, so we were well able to meet all of those needs when they got to the union high school and to me that showed the effectiveness of the Chapter I Program.

I'm not taking all that credit for Chapter I, of course. Other teachers were involved, but at least it was the first time in many years we have been able to meet the needs at the high school.

I was particularly asked to speak about what funding cuts would do to our program. Already we are not able to serve all the children who are eligible for services in our supervisory union. If funding is cut or if there were no level floor it might mean that I would have to cut more teachers. If I did that, it would be at least another fifty children that wouldn't be served, and in towns such as Brandon, which is one of the ten poorest towns in the state of Vermont, it would be disastrous to us to have to lose another teacher from what we have already been cut.

I have some very definite suggestions on how I think the program could be improved. We need two more full-time certified teachers to particularly work in the math area in the elementary schools and we need another half-time person at the high school to work in the math areas. We have always had a reading program. It's always been very successful. Within the last four years we have also included math. When we instituted a district wide testing system, it was very clear to see that math had a great need in our

district and our superintendent changed our Chapter I program from being just reading to being both reading and math.

And I have one other concern. At the state level, we have just had the consultant who had been my teacher over the years, that had been a coordinator, retire and Bob McNamara very kindly asked me to be in on the interviews for people who were interested in taking his place, and I was appalled at the salary which was being offered. There were hardly any candidates who were interested. One came from the southwest district. He would have had to take a cut of several thousand dollars from a classroom teacher plus many benefits, and I think that it is—leadership is something that we all need, and if our people at the state department are not paid as much as classroom teachers, it's going to be very difficult to get people to replace the ones that are already there.

I have one other statement, and the last thing I said in my written testimony was that my teachers are very committed to, hopefully, that all of these children that come from such low socioeconomic homes will become good citizens and not welfare citizens.

The day after I sent my testimony, the Commissioner of Corrections in the state of Vermont was speaking to a judiciary committee and he said that he sees a lot of criminals coming into his orbit that don't feel any value for themselves or for anyone else. He said, "I see a breakdown of the haves and have nots is in this state. I see offenders from welfare families; family people who lack education, self-esteem, and place in the social order, and I don't see prevention, and I would like to see that."

Chapter I is one of the largest preventions to lack of self esteem and to giving children confidence and self worth that we have going for us.

[The prepared statement of Ms. Jones follows:]

RUTLAND NORTHEAST SUPERVISORY UNION
BRANDON, VERMONT 05733
(802) 247-5757 (802) 483-6482

My name is Beverly Jones. I am the Chapter I Coordinator for Rutland Northeast Supervisory Union located in the Brandon area of Rutland County. There are six (6) elementary schools and one (1) union high school. We have over 1800 students K-12. Chapter I staff - of 1 full time and 5 half time certified teachers and 3 full time aides - serve 215 students K-8 and 50 students grades 7-10. This is approximately 14% of our population.

Chapter I has a good record of achievement in our supervisory union.

	NCE Gains	
Year	Reading	Math
84	6	5
85	7	7
86	7	10

The achievement of our program is further evidenced by the drop in number of eligible students entering 7th grade at Otter Valley Union High School. This fall only 17 students tested eligible for Chapter I services in reading and math. This is the first year we have been able to serve all deficit children in 7th grade and serve other students in grades 8-10 as well.

We have found that early preschool training, intervention at kindergarten and first grade levels are very effective. Based on the research of Ypsilanti study, Perry Preschool Program and our own Vermont Social Services data, it is very clear that early intervention pays. (Chart attached).

Due to cuts in funding/level funding of the 1987 budget, the following children were not served:

Grade Level	Math	Reading
1	17	3
2	21	3
3	4	-
7	-	-
8	5	1
9	6	-
10	15	19
	68	26

Our program in Rutland Northeast Supervisory Union would be much more effective if these needs could be addressed. In September, 1987 our staff began in-class model services to kindergarten children with moderate to severe needs according to Early Prevention of School Failure testing. Already we are seeing encouraging results. If we could intervene for more than 30 minutes a day it would be even more effective.

We have always had interested and strongly supportive parents. Parents seek us out at conference time and consult with us when children are having classroom difficulties.

Brandon, being one of the ten poorest towns in Vermont, has historically been very interested in this program - both in its continued existence and funding.

Our colleagues value our service - the Chapter I teachers all receive many referrals for services or for help with children who do not qualify for our program. One of our schools' faculty, administration and community felt strongly enough about Chapter I to fully fund a position we were not able to. Unfortunately, most of our towns do not have the fiscal resources to do this.

If the reauthorization of Chapter I should use the same formula and the newer census our funding would be cut by 30%. This could mean 1 certified teacher and 1 aide RIFed. It would have a devastating effect on our program. More than 50 more children would be without services.

For Rutland Northeast Supervisory Union we would recommend:

1.) funding for 2 full-time certified positions in math at the elementary level

2.) funding for a full-time certified math position at the secondary level

As a coordinator, I think money should be available at the state level to employ quality people when consultants such as Phil Frye resign, and to fund professional development activities so that local programs do not have to use grant money.

This program helps socio-economically disadvantaged children "make-it" in regular classrooms. All of Rutland Northeast Supervisory Union Chapter I teachers are committed to helping our students be successful, to building self-esteem and to having our students become worthwhile citizens.

When our students make local school honor rolls, receive school-recognition, become employed citizens and go on to college we also feel our jobs have been worthwhile.

CHART IV

DOCUMENTED EFFECTS OF GOOD PRESCHOOL PROGRAMS FOR POOR CHILDREN

Finding Study	Program Group	Control Group	Probability of Error[a]
Intellectual ability (IQ) at school entry			
Early Training	96	86	<.01
Perry Preschool	94	83	<.01
Harlem	96	91	<.01
Mother-Child Home	107	103	-
Special education placements			
Rome Head Start	11%	25%	<.05
Early Training	3%	29%	<.01
Perry Preschool	37%	50%	-
New York Prekindergarten (age 9)	2%	5%	<.01
Mother-Child Home (age 9)	14%	39%	<.01
Retentions in grade			
Rome Head Start	51%	63%	-
Early Training	53%	69%	-
Perry Preschool	35%	40%	-
Harlem	24%	45%	<.01
New York Pre-Kindergarten	16%	21%	<.05
Mother-Child Home	13%	19%	-
High school dropouts			
Rome Head Start	50%	67%	<.05
Early Training	22%	43%	<.10
Perry Preschool	33%	51%	<.05
Additional Perry Preschool findings			
Functional competence (average or better score)	61%	38%	<.05
Postsecondary enrollments	38%	21%	<.05
Detentions and arrests	31%	51%	<.05
Teenage pregnancies per 100 girls	64	117	<.10
19-year-olds employed	50%	32%	<.05
19-year-olds on welfare	18%	32%	<.05

Note. Adapted from John R. Berrueta-Clement, Lawrence J. Schweinhart, W. Steven Barnett, Ann S. Epstein, & David P. Weikart, Changed lives: The effects of the Perry Preschool program on youths through age 19, Monographs of the High/Scope Educational Research Foundation, 8 (Ypsilanti, MI: High/Scope Press, 1984), pp. 2 and 102.

[a]Statistical likelihood that the difference between the groups could occur by chance; "<.01" means that a particular group difference could occur by chance less than 1 time out of 100; "<.05," less than 5 times out of 100.

Mr. JEFFORDS. Thank you very much. I'm going to defer immediately to Mr. Goodling because he is going to have to leave.

Mr. GOODLING. Well, I should have started this morning with this first statement I am going to make. I didn't realize the Senator was going to have to go to another engagement. I should mention to you what a role Senator Stafford and Congressman Jeffords have played in Washington but they have been very influential people both in the areas of education and in the areas of training. You are very, very fortunate to have two people as dedicated. It may not be the sexiest committee in the Congress of the United States; I happen to think it's the most important, and you have been represented very, very well.

I had to laugh several times when people mentioned that we have to think in terms of small states when we do the formula. I guaranty you, because of the two gentlemen that I just mentioned, we do think about the small states when we are putting together the formulas. They used to have a real ally in our former Chairman, Carl Perkins, because he had some of the very same situations that these two gentlemen face here, and we know all about how formulas get put together. So again, you are very fortunate to have these two gentlemen representing you in the area of education.

For all of you; I don't know, perhaps Mr. Collins may have some figures. It would be interesting, if you don't, it would be interesting to have figures on what percentage, what percent of Chapter I students graduate from high school. I don't know whether those figures are available; whether—a couple of you touched on the whole idea, but I wonder if the figures——

Mr. COLLINS. I don't have figures available but I will say this. I have one high school district, we have a very low dropout rate. We graduate 55 to 60 students annually. If you go K through twelve, the number of students in each grade, we might report two or three students on an annual dropout rate, so our dropout rate is very small. We do occasionally lose some students during the summer who actually would be considered dropouts too, in addition to the ones I mentioned. I don't have that readily available. My initial response is that Chapter I students are no more apt to drop out than any others. In fact I think they are less apt to drop out. At least sometimes drop-outs are the students who have quite a bit of ability. That is something we need to do also in talking with a Chapter I teachers.

Sitting here in the audience from my school district are personnel who have been collecting data about students who are now in our eighth grade. We plan to follow these students over the next four years, because in my district students go to a number of high schools. It will be a good challenge for us. The informal data supports they stay in school.

Ms. HORNUS. I don't have the actual data; however, Burlington does have a high school program and there are not that many high school programs in the state at this time, although there is certainly interest. We have found in our high school program that youngsters need services in their first two years of high school and there is a very purposeful goal of getting them out of the Chapter I services by the end of their sophomore year, so they are managing well

enough by their junior and senior year that they no longer need it, but that seems to be critical, and if they don't have the services, and it's a very large high school, and it's totally different than anything they have had, that seems to make the difference.

Mr. GOODLING. I did want to mention that Chairman Hawkins and Mr. Hayes particularly are very much interested in moving as much of the Chapter I program into the secondary setting as possible. In fact, part of what we have introduced as a change in Chapter I, the charge has included the dropout prevention part, and that is pretty much geared toward moving Chapter I services to those secondary youngsters. I have one or two other quick questions.

I wanted to mention to Mr. Collins that in three- or four-year-old programs we are talking about the parents have to participate.

Mr. COLLINS. I was pleased to hear that this morning but I had written my testimony.

Mr. GOODLING. We are trying to enforce this plan you are talking about.

It was mentioned that—it may have been Ms. Jones—in relationship to cutting resources of teachers, that had to do with our overall budget rather than any specific cut that came from the Federal level.

Ms. JONES. Yes, it was, because our grant was cut considerably and this has been not just one time or several times over the last five years; now it is less than what it was before.

Mr. GOODLING. Going back to Mr. McNamara. I think that Liz Hackett of the staff did a little of this and found that since 1980, that even though on face value; this is not counting last years', but on face value there is a 14-percent increase in dollars; that when you compare in real dollars the 25-percent loss, and I think that it's part of that, that the Vermont grant, until the Gramm-Rudmann grant went up bits and pieces each year from 1980 on, it took quite a drop before that, and then we did take a drop of almost 10 percent this year. It's a familiar issue but it's a fact that the grants have not kept pace with inflation.

I think those are all the questions. I want to commend all of you. When I hear the tremendous amount of enthusiasm with which you people are participating, it shows the true amount of the leadership, and if the enthusiasm is there, if the classroom has all sorts of enthusiasm and creativity, and those kinds of things, the youngsters are going to be fortunate and I understand how you do so well in Vermont after listening to the groups. I will see if we can't recruit them back in Pennsylvania.

Mr. JEFFORDS. Thank you, Bill very, very much.

Mr. GOODLING. I must admit I am very, very sorry that I am not going to hear how you only milk cows in summer. They assured me they would tell me when they testified.

Mr. JEFFORDS. I will make sure that the staff sees that you get the testimony.

Mr. GOODLING. I am very much interested in migration. I served along with Bill Ford in the Congress and have a lot of migrant students in my state, and as I indicated, we did set some money aside if we ever get Even Start off, specifically focused on migrant children, and I will read your testimony carefully and be willing to

give you a call at any time or you give me a call if there is anything I should know, and I'll find out how you do this cow business because maybe my dairy farmers can then take a vacation and not worry about the cows.

Mr. JEFFORDS. Thank you very much, Bill. I guess you hadn't realized, Bill, as I said earlier, is really the No. 1 person in primary and secondary education in the House, and has sponsored very many good and excellent suggestions over a period of time; also served in every capacity you can believe, including principal, head of school board, teacher, principal, if so if there is anyone who has had experience——

Mr. GOODLING. Hands-on experience these days can get you in court.

Mr. JEFFORDS. A little reminder to remind you to come back each morning.

Mr. GOODLING. When the kids are home we eat a lot of pancakes.

Mr. JEFFORDS. I too would like an opinion on your testimony. We have had fantastic testimony today and how fortunate it is to get out in the field and talk to the people who have to do with the programs.

Mr. Collins, in your area, how many of the high schools have a high school program?

Mr. COLLINS. I have one high school in my district but I would say overall, that Chapter I services are lacking at the high school level. It's a very general statement but the emphasis has really been on the primary grades and middle grades up through the junior high. The needs are there but, due to a number of reasons; due to student scheduling, students getting into other areas like vocational education, students having very full class schedules, Chapter I is not as readily available as it has been in the primary grades.

Mr. JEFFORDS. As far as the movement of students, Chapter I students within the City of Burlington, is that caused by changing in the school districts? People moving from one district to another or just what is the cause of that?

Ms. HORNUS. I think what I was speaking to before was families moving on their own from one place to another. We are going to be experiencing some redistricting next year based on changes in population and that will affect one of our target schools, but I think they are better able to manage that because it's a planned kind of thing rather than just having youngsters move in and out.

Mr. JEFFORDS. I understand the problem and it's a difficult one, and certainly like to maintain service. Is it conceivable that those students could stay in the same school or has any thought——

Ms. HORNUS. You mean when their family moves?

Mr. JEFFORDS. Right.

Ms. HORNUS. It's conceivable that they could. It would not be practical. There is no bussing provided in Burlington so it would mean getting from one end of town to another perhaps and it erodes that family-school partnership and we do have neighborhood schools and families tend to walk their youngsters back and forth.

Mr. JEFFORDS. Where are the two targeted schools?

Ms. HORNUS. At the moment it's Smith Elementary and Edmonds.

Mr. JEFFORDS. Where are they?

Ms. HORNUS. Edmonds is right at the bottom of the hill, going right down, say, from the University, and C. P. Smith on Ethan Allen Parkway in the New North End.

Mr. JEFFORDS. Ms. Bilodeau, you mentioned some problems also in the sense of providing Chapter I in competition with other necessary school programs. Is that to any extent caused by transportation schedules?

Ms. BILODEAU. It is in a sense. When you have three classes of fifth, sixth, seventh graders, and eighth graders and they all have different schedules and they are moving from class to class, teacher to teacher for these classes, then it's very difficult to get a group together in one place at one time that you can fit to your schedule. Also, without taking them out of some other class, the seventh or eighth grade parents don't like it, and the classroom teachers don't like it.

Mr. JEFFORDS. Mr. Collins, would you like to comment on the problems Mrs. Bilodeau referred to?

Mr. COLLINS. Yes. I think it's a very real problem. I have been an administrator of four different school districts. Because at the junior high level grades 7 and 8 level in Vermont and I think most states of the United States are departmentalized, you are competing for time. The youngsters can get in industrial arts, living arts, vocational exploration studies, music, maybe for the first time in the formal band or chorus, and they are still taking an English course, math, science, social studies, health, and phys. ed., and there are only so many minutes in the day. What happens is that the scheduling is very difficult, No. 2, as Mrs. Bilodeau's comments, some of the parents feel, by that time, the youngsters have other things. I think the students' attitudes, if you have been in the program, be it Chapter I or special education since grade two, you may feel a little bit of burnout and you maybe want to do some of these other things that become available in junior high school. I also think at that age level students are more cognizant of their place and social status with their peers and they are less likely to want to be singled out with special needs. We have had some success working with teachers in the classrooms; the Chapter I teachers, or in some cases, Chapter I aids, have gone as far as taking our regular classroom teachers and giving them training. Scheduling remedial, handicapped students is a real problem at the junior high level. We haven't found a solution but we continue to work on it. There are a lot of factors including time of day and hours available.

Mr. JEFFORDS. How many elementary schools do you have?

Mr. COLLINS. Two. And actually, in our district, we have two schools. One is a K through twelve in Fairfax and a K through eight in Georgia and we seem to provide most of our services in grades two through six, two through seven. In one school we have budgeted to try a model which I think will work, and that is to get the reading teacher into some of the context area courses to offer instruction and support to students who need those services but don't have time in their day. They will receive individual introduction for a period of reading but it will be a cooperative effort in a content area not a pull-out model.

Mr. JEFFORDS. Comment was made from someone during the lunch period who was from a very small town, in the context of their Chapter II Program on the ability to raise budgets. You might have a difficult time in one year in a Chapter II program to demonstrate to the community that it's worthwhile rising their budget to fund it.

Would anybody like to comment whether that is a real problem, especially in those areas we are having difficulty raising the budget?

Ms. SINCLAIR-FOWLER. I will comment from experience. Living in South Hero, Vermont, our school budget went down four times. We had national recognition, had Chapter I Programs through our district all run by educators, teachers, and just this past year we had to change the model of delivering the program. Townspeople are very supportive of the program but there is only so much money to go around to just paying for the basics in the program.

Mr. JEFFORDS. I would like to respond to the Chapter II part because I think I mentioned we received those moneys as seed money.

Ms. SINCLAIR-FOWLER. Readily picked up but I have found with fine arts, with elementary guidance services, a French program, that a couple of times sometime is—one year will do it, but sometimes it takes two or three years of gradual reducing of chapter funding and gradual increasing of local funding, and I think that, initially, the school district didn't have the services. Chapter II helped get it started and was a major part of the salary and the school year we are in now, the school's full-time person was a position started five years ago, I guess from a half-time position, so it takes awhile. It's a transition position, so next year there will be no Chapter II money so zero percent maybe year five, but we doubled the services too, and there are some things I would do with Chapter II that are kind of one-shot deals and the computers seem to get a lot of Chapter II money and I think in the school districts where I worked, that might have happened in one or two years and schools used local dollars for getting into the hardware.

Mr. JEFFORDS. Mrs. Jones?

Ms. JONES. Could I respond to the bit about high school students feeling peer pressure?

We have found that that is quite often true in seventh and eighth grade, but by the time they are in tenth grade, many of them have decided they do need help and they are the one asking the Chapter I teacher could they find a spot for them; would most appreciate any services, and our people have been very good in working them in, but I think the older the students get, the more they appreciate what they know that they have had.

Mr. JEFFORDS. That is Otter Valley?

Ms. JONES. Yes.

Mr. JEFFORDS. I want to say I think Brandon is one of the most beautiful towns in Vermont and I think its time is coming when it's going——

Ms. JONES. I hope so.

Mr. JEFFORDS. I know it's been a long time waiting.

I appreciate your participation this afternoon and will now go to our last panel. I would also say if there is anyone in the audience

that feels they have been restrained this afternoon, I would be willing to listen to them after the final panel. I would like Judy Rosenstreich to come on this panel as well.

Our first witness will be Ms. Margaret Hayes of the Franklin County Regional Teachers of South Burlington, Vermont, followed by Mr. Gerard Robinson, the Director Of Rural Education Services, and Judy Rosenstreich, of the School Board who lives in Waterbury Center but I believe it is the local school board.

Please proceed.

STATEMENT OF MARGARET HAYES, FRANKLIN COUNTY REGIONAL TEACHERS, RURAL EDUCATION CENTER, SOUTH BURLINGTON, VT

Ms. HAYES. I'm going to try to summarize some of my testimony. I think you have a copy of it.

First I would like to give a little bit of an idea of the problems of the migrant student; why they are disadvantaged educationally. First of all they have a high mobility, obviously; they are migrant, causing a discontinuity of instruction, alienation for the school social structure, lack of privacy, and a warm, noise-free study place; lack of educational resources in the home; lack of health, dental care, and long-term medical records. Rural isolation leading to lags in speech and language development, and the irrelevance of a textbook to a child with limited knowledge of the world outside rural Vermont, and all of the disadvantages of the working poor.

We throw around terms like "rural isolation" and "experience deprivation" but I would like to talk about something that happened last year. The Vermont migrant program offered a trip to Boston for seventh, eighth, and ninth grade students. Along with the application was a questionnaire. One of the questions was: Have you ever had the opportunity to visit a large American city? We got a lot of no answers. The one that touched me the most was the one who said, "Yes, I went to Burlington once." That is rural isolation.

The Federal Government has funded the migrant program for over 25 years but as long as there are farms and hired hands, the need is going to continue.

Recently some changes have been suggested in the operation of the program, and first I would like to talk about the migrant funding eligibility period. Once a student is identified as no longer currently migrant, the student continues to be eligible for funding for an additional five years. Five years is needed for an educational and social support, transition stage. In the settled out stage, children need to gain self confidence and social skills. Frequently so-called settled out students re-enter the active status through a new move. In many cases the migrant program is the only thing that has remained constant in the child's mobile life. Research has shown that stress to young children resulting in poor social performance and lack of academic success, the ages of funded students, currently legislation bases its funding and identified students age five through seventeen. Regulations specify that services be first provided to school age, actively migrant students. Next in priority are preschool migrant children, followed by dropout serv-

ices to students to age 21. While the latter two groups represent the service they do not generate funds. Studies of my students show that the student performance increases as the entry age decreases. In other words, the sooner we can get them, the better we do with them. By working with the families of preschoolers, the promise for school performance; this includes encouraging the young parents seek educational help, because they have found that parents dropping out or not having a high school education is a factor of their children dropping out eventually. If we can remediate the parents, we can prevent dropout rates with the children.

We do a lot of parent modeling in the homes with the preschoolers such as getting lot of books into the homes, reading materials, preschool supplies. When you are talking about people who are hanging on in poverty essentially, they don't have paper, crayons, primary scissors, glue, those kinds of experiences we give to the preschoolers, so we actually go into the home and do some preschool tutoring with those three, four, and five year olds. Older ones are given encouragement to stay in school and reflecting with the appropriate services and because these two age groups receive such critical services, the migrant formula minimally includes children from three to twenty-one and optimally from birth to twenty-one. We now actually serve families where the children start, two weeks old, they have made their first move. As a regional teacher I feel everything affects a child's education: The parents education, their feelings about education; food. All of those things that we go in and try to remediate.

One of the things that was a question earlier that I am going to address now is the definition of migrant. We don't really train our cows to only give milk in the summer. I was talking to him earlier.

Dairy farm migrants should be specifically addressed in the federal law. The dairy farm migrants are farm hands engaging in activities which are such things as haying. Number of cows being milked fluctuates from farm to farm. Some farms have mostly dry barns in the winter when feed is expensive. Other increases, due to price of milk, availability of faster types of milking equipment, this chases available need for dairy farm hands from farm to farm.

The working conditions also force a temporary nature to the work. A hired hand may choose a farm with higher wages but substandard living conditions in the summer and then must move to a farm with better housing during our Vermont winters even if this means a smaller salary. Migrant housing is usually substandard since it's not regulated in any way. Any type of illness or inability to work results not only in the loss of a job but also loss of housing, necessitating another move. These are men sometimes working as dairy farm hands, who work twelve to sixteen hours a day, every other Sunday off. They cannot take a day off; they cannot get sick. As soon as they do, they have lost their job and the family moves, and that's another thing that makes for the temporary nature of this work.

The Migrant Ed. Program is important for parents and students for many reasons. Most important is that this program, unlike any other compensatory program or service, it deals in a holistic approach to the family. The regional teachers justifiably feel that the entire home environment affects the education. I think of myself as

the first person into a home for no reason other than they have been labeled a migrant family. I am not going because I am with I.S.H.A. and child abuse has been found. I am not going for some abuse problems. I am simply there because they are a migrant family. I am usually very welcomed into the home and then we find out what they need. From there, sometimes it's somebody to talk to. Sometimes, as I said, it's food. We do a lot of referral work to WICK, to Well Child Clinics, to all of those other agencies, to help, that they—people cannot connect where they don't know about, and all of those things affect a child's education.

We are asking for five changes or things that we would like to see kept the same. One, continuation of the five-year eligibility. I think that's crucial. We want expanded age guidelines for funded students considering the amount of time and the necessity for working with those three, four, and five-year olds, we should be getting funds for them. The change in the sustained gains requirements, deletion of the Parent Advisory Council requirement, and the reason for those are contained in my written testimony, and inclusion of dairy farming as a specific migrant activity based on the realities of the occupation.

Thank you.

Mr. JEFFORDS. Thank you.

Mr. Robinson?

STATEMENT OF GERARD ROBINSON, DIRECTOR OF RURAL EDUCATION CENTER, SOUTH BURLINGTON, VT

Mr. ROBINSON. You had an opportunity to visit us two years ago when you were at Trinity College. Since then we have moved to South Burlington. I would like to give you a quick overview of this program here.

Last year received some $480,000 that helps us serve directly about five hundred children of twelve hundred that we have identified. To do this, employed staff of sixteen people, eight teachers; a nurse. These are all full-time people. Two people, called our recruiters, find kids, going to Blue Seal etc., the town clerk, the informal route of finding children. We have a special services director and the education coordinator, 16 people full-time working for the children.

Each of our staff members has a case load of families and they meet them based on need. It might be weekly in severe need. They are a spokes person from the family to the school and from the school to the family. It's a liaison. In the summer, we employ ten more teachers to work in home tutorials and we culminate with a two week residential camping experience.

That is a quick overview. Last year we finished the funding year with sixteen hundred dollars in balance. We don't look for a rainy day. It's a tight budget; it's an anxious budget to help serve this population.

I had a very positive experience with Mr. Goodling today. I met him at lunch. If I didn't, it would have replicated some other experiences I have had in the past with my colleagues, state directors, with migrant people in general. They play light of this hidden population in Vermont. It's easy to make jokes of seasonal cows. That

is not the case with Mr. Goodling. We discussed it. He went beyond and understood dry barns, price supports, and what could happen, but it's really hard to impact on programs that are looking to three predominant streams that move up from the south to pick crops biweekly and move on. They aren't in the news in Vermont. Vermonters don't know about this population. In the eighties, this is the most rural population in this rural state.

Some random thoughts. I think we have done a unique thing with paperwork. There is not one local school district; it's a model that we have that myself and a few others do the paperwork, so there is no paperwork. That is not an exaggeration. It's is done by our staff. The three to twenty-one age is in there. We have been serving preschool children. We have been serving them ten years. They are a good part of our population. Our parents, as necessity of the work entails, are young. What happens to them as they get older? We just don't know. Sometimes maybe they enter into another realm, that we call the industrial migrant or I think some people call them the welfare migrant. They might not be agriculturally based but they are nevertheless on the move. We have families that move five, six, times a year within the state.

Parent Advisory Council. It's interesting how the Federal Legislature last time did not require the P.A.C. for Chapter I but retained it for migrant where it's so difficult with a roaming population to have them to be such a part of a formal organization. It's not to devalue the involvement of parents.

We made an attempt to have a parent come here today. We got to the point of tape recording her and we felt that that really wasn't going to do the trick, but it points up the fact that the dads are not the only one's employed. They are the ones that receive the salaries but the farmer employs two people, at least.

[The prepared statement of Mr. Robinson follows:]

Gerard Robinson
Director of Rural Education Center

The Federal government has made a renewed commitment to excellence in education. The call is out for higher standards and more requirements. It is important to remember that we cannot impose these new demands on children, especially disadvantaged learners, without giving them the extra help necessary to meet those standards. The Vermont migrant student population is at an educational disadvantage for many reasons - high mobility causing discontinuity of instruction, alienation from the school social structure, lack of privacy and warm noise-free study places, lack of educational resources in the home, lack of health, dental care, and long term medical records, rural isolation leading to lags in speech and language development, irrelevance of textbooks to a child with limited knowledge of the world outside of rural Vermont, and all of the disadvantages of the working poor - living with stress and despair with no safety net.

The Federal government has funded the Migrant program for twenty years, but as long as there are farms and hired hands the need will continue.

Recently changes have been suggested in the operation of the program. First the Migrant funding eligibility period -

Once a student is identified as no longer currently migrant the student continues to be eligible for funding for an additional five years. Proposed legislation has sought to reduce the five year period to two. This should not be done for the following reasons:

Five years is needed for an educational and social support transition stage. In the "settled out" stage children need to gain self confidence and social skills. Frequently, so called settled out students re-enter the active status through a new move. In many cases the Migrant Program is the only thing which has remained constant in the child's mobile life. Research has shown (Elkind, 19--) that stress to a young child does not manifest itself until the teen years, resulting in poor social performance and lack of academic success.

The high funding cut would also preclude serving a significant number of high need, currently migrant students. The five year eligibility period should be retained.

Second - Ages of Funded Students -
Currently, legislation bases funding on identified students ages 5-17. Regulations specify that services be first provided to school age actively migrant students. Next in priority are pre-school migrant children, followed by dropout services for students to age 21. While the latter two groups are recipients of services, they do not generate funds. Studies of migrant students show that the student performance increases as entry age decreases. By working with the families of pre-schoolers the program remediates problems which cause poor school performance. This includes encouraging the young parents to seek educational help for themselves through ABE or the Adult Diploma Program, modeling good parenting and making the parent aware of the skill levels of pre-schoolers, field trips for the parent and child to expand their knowledge, and actual pre-school tutoring to enrich the child's life.

Older students and dropouts are given encouragement to stay in school and

help in re-connecting with appropriate educational services. Because these two age groups receive such critical services, the Migrant funding formula should be expanded to minimally include children from 3 - 21 and optimally from birth to 21.

Three - Sustained Gains -
Chapter I regulations require that at least once every three years a sustained gains study be conducted. The mobility of a migrant population makes compliance with the sustained growth requirement meaningless and impossible. If retained, legislative language should be amended to be applicable solely to settled out populations.

Four - Parent Advisory Councils -
Current legislation requires that a State-wide Parent Advisory Council complete with officers be established. Due to the mobility of the population and the lack of time dairy farm hands have available, this requirement is difficult to fulfill. Regular home visits and the Migrant Program Newsletter provide for more inclusive participation of parents. Section 125 should be deleted as part of the Parental Involvement requirement.

Five - Definition of Migrant -
Dairy farm migrancy should be specifically addressed in the Federal law. The dairy farm hand engages in activities which by nature are seasonal - haying and sugaring. The number of cows being milked fluctuates from farm to farm. Some farms have mostly dry barns in winter when feed is expensive. Others choose a mostly dry barn at other seasons due to the price of milk, available pasture, and type of milking equipment. This causes a variable need for dairy farm hands from farm to farm. The working conditions also force a temporary nature to the work. A hired hand may choose a farm with higher wages but substandard living conditions in the summer, and then must move to a farm with better housing during our Vermont winters, even if this means a smaller salary. Migrant housing is usually substandard since it is not regulated in any way. Any type of illness or inability to work results not only in loss of job, but also in loss of housing, necessitating another move.

The Migrant Education Program in important to parents and students for many reasons. The most important is that this program, unlike any other compensatory program or service agency, deals in a holistic approach to the family. The regional teachers justifiably feel that the entire home environment affects the education of children.

We are asking for five changes:

1. Continuation of 5 year eligibility.

2. Expanded age guidelines for funded students.

3. Change in the sustained gains requirement.

4. Deletion of Parent Advisory Council requirement.

5. Inclusion of dairy farming as a specific migrant activity based on the realities of the occupation.

Mr. JEFFORDS. Let me ask you a question in this specific area. Would you give me an idea of what kind of numbers we are talking about in migrant population? First of all with respect to overall for the program and second, specifically with respect to the migrant dairy farmer population?

Mr. ROBINSON. I'm not sure I understand.

Mr. JEFFORDS. It's my understanding you don't reach the whole population?

Mr. ROBINSON. That we have identified. That's right. We have identified about twelve hundred children.

Mr. JEFFORDS. How many of those do you reach?

Mr. ROBINSON. Six hundred, seven hundred, and with varying degrees of activity. It could be periodically; it could be weekly; it could be part of the camp experience, but we touch six to seven hundred in the course of our program.

Mr. JEFFORDS. When you talk eligibility, are you including in the population the migrant dairy workers that—that are not in the eligible population?

Mr. ROBINSON. This is that population. They are our population, but within the last year they are coming under attack as to their eligibility. Federal auditors are going out.

Mr. JEFFORDS. They are eligible now; your concern is there will be a tightening up of the definition in a way they will be not be eligible?

Mr. ROBINSON. The auditors are becoming a big impact. They are making these exceptions based on their experience with the comments, "How can this be a seasonal, temporary experience?"

Mr. JEFFORDS. I better understand that as I try to defend you. In a sense—would you give me a couple of families that you know from your experience and trace them through a couple of years as to how often they moved? Try to use a real world experience, and if you can do that and document it so we have an idea—in other words, you say it's because of the changes of the needs and the different barns and all that sort of thing, but in order for me to insure I understand, I would like to you trace a family that has bounced from place to place.

Ms. HAYES. I can give you, without their move dates or anything else——

Mr. JEFFORDS. I would like you to provide that later.

Ms. HAYES. An idea of why they are moving.

Mr. JEFFORDS. Think of a family and think how and why they moved and where they moved.

Ms. HAYES. There were moves before this. My records, just when I started working them, picked them up coming from Milton, from a farm; I believe a buy out situation. They tried to get a job in Georgia; couldn't, because there wasn't an opening, and a farm where they knew the housing was good, but they had to get something immediately, so they moved to Highgate; took a job there where the housing was totally substandard. It's a situation where there are four children and mother and father; six people in the family. Job did open up in Georgia. The housing was better for them. They moved back down to Georgia. They were there three months, which was a long time for this family. At that point, winter was coming on. There wasn't as much outside work that

needed to be done. The farmer was cutting back on how many people he was hiring and this family then moved over to the islands and found a job and a place to live over there, so several reasons, as you can see that caused it. A lot of it is housing; a lot of it is farmers not needing help at a certain time of year; things like that, and this is all within a twelve-month period of time for this family.

Mr. JEFFORDS. That's very helpful, and I think if you could give me some examples, because the normal reaction is, as you said, "Well, you know, cows are there all the time. They are milked all the time and, obviously, if the workers move, it must be something irrelevant to the industry," and you are pointing out it's quite relevant to the industry.

Thank you. Judy?

STATEMENT OF JUDY ROSENSTREICH, SCHOOL BOARD CHAIRMAN, WATERBURY SCHOOL DISTRICT, WATERBURY, VT

Ms. ROSENSTREICH. Thank you very much. I regret that I couldn't be here earlier when the other people from Waterbury Elementary testified. From everything I heard about their testimony, I understand that I would have been very proud to hear them.

Mr. JEFFORDS. You are absolutely right. They did a fantastic job and the whole day has been tremendous. It's really been a great experience. Bill Goodling came away charged up, if I can interrupt briefly. He was most amazed. He said, "Are these school buildings still in use?" sort of like, "My God, this looks like something out of the past," but when he came inside he said, "My God, it's amazing for buildings dating back to eighteen ninety-something, but as you come inside and see what they have done within the building and actually the advantages some of these older buildings have in terms of space," so you should be very proud.

Ms. ROSENSTREICH. Yes. It really is an amazing set of buildings. We just replaced the boiler that was installed in 1937.

I think I would like to just address myself to a few conceptual matters in regards to Chapter I and Chapter II because I'm sure in the course of this hearing you have gotten a great deal of valuable input on the details of how these programs have worked at the local level and how they could be improved. I do want to be on the record as strongly supporting both Chapter I and Chapter II, and I'm sure my colleagues from Waterbury Elementary made the case very well for both of those programs.

I would like to indicate that a number of years ago, when the Congress made a transition from categorical grants to the block grant concept, I know that you and Bob Stafford fought very hard to preserve sufficient funding for these programs, Chapter I and Chapter II, and I am very grateful for that as many other Vermonters are.

I think at the time that we did go to this current system of block grants, there was a fair amount of skepticism as to the motivation, in part, and some of us were quite worried that part of the motivation was to save dollars, and we wanted to be sure that children wouldn't suffer as a result. I think the experiment has worked. I think that the block grant concept is a good one, and what it needs

is sufficient funding, and I would like to see it preserved. I would like tc urge you to vigorously counter any efforts by the U.S. Department of Education to short change these programs, because they are working, and the discrepancies and the latitude they provide to the professionals at the local level is of great benefit in meeting individual situations and particular circumstances, so as a matter of public policy, I want to endorse that concept and say that I hope to see it fueled with adequate amounts of funding. I think that's the key.

Point No. 2, I would like to make some comments on accountability. Based on some newspaper reports of the hearing in St. Johnsbury, I think that, if I'm not mistaken, you were urged to reduce the paperwork requirements of these programs, and perhaps there is some paperwork requirement that is superfluous; I'm not really sure, but I think we all have to keep in mind that Vermonters are all Federal taxpayers too, and when we receive Federal money, as when we receive state money at the local level, we have a responsibility to show how that money has been used, and I don't have a problem showing that. I think that's part of the obligation and part of the relationship between federal, state, and local, when it comes to education.

Mr. JEFFORDS. I think you are right in that. We vacillate back and forth. We'll be very nonrestrictive and everybody will say, "That's very wonderful," and you will run into a few abuses. Someone walks off with the money or whatever happens. Then we tighten way up, and the paper burden gets very terrible, and someday we will, hopefully, even out in the middle to make sure the funds are properly spent, but people don't spend all their time getting the paperwork done.

Ms. ROSENSTREICH. On the third and final point. When Congress enacted the historic Public Law 94-142, I think that represented a public policy of equality of educational opportunity for all children, and, as you know, the findings of Congress strongly suggested at that time that there were a great many children who were virtually excluded from the public educational system, by virtue of their learning handicaps; the states and communities have taken the steps to correct that whole situation in order to provide that equality of opportunity. I would like to suggest that Chapter I is in the same category, that we can't have equality, true equality, if they are meeting the needs of those who are eligible for special education and failing to meet the needs of those who are denied eligibility for special education, but nevertheless most certainly need the kind of help Chapter I provides to them, so that Chapter I is a very key ingredient in the scheme of things at the local level when you are dealing with the student body, and I sensed, from a question that you asked another, up on the list, on a previous panel, that you wonder, and maybe I sense that possibly you or some of your colleagues in Washington were beginning to think maybe this is something that is—something that should be turned over to the states because we hear a lot of things about education being a state responsibility, and for the main part, it certainly is; however, I think that Chapter I does go in tandem with the special education requirement mandated at the Federal level, and that Congress recognizes the fact that this is part of the Federal responsibility. It's

not an area that I think would be appropriate to simply leave to the will of the voters and thus run the risk of having strikingly different levels of services and quality of services from community to community. I think that would be a real shame, and it would really be detrimental, so I hope Congress continues to fulfill this area of responsibility, and I thank you for allowing me to take part in this hearing and being so patient.

Mr. JEFFORDS. Well, thank you for a very articulate and very well-framed statement. I appreciate very much your cooperation in staying around. We are sorry things got fouled up on timing here and again I want to thank the panel for their excellent participation and I can assure you that the interest of not only myself, Mr. Goodling, Mr. Stafford, but our excellent staff that has accompanied us here, has all sorts of new and wonderful things in our minds. I want to thank my Vermont staff for their help. Senator Stafford's and mine. We don't realize how much work goes into these hearings until you participate in them. There is an awful lot of advance work as well at the school, and we thank them and this State for making this a rewarding day for us. If there is anyone else that would like to be heard, anything unsaid, I would be happy to hear them now; otherwise, we'll close this hearing at this time and look forward to coming back again.

[This hearing concluded at 2:22 p.m.]

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